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OVERSIGHT HEARING ON PRESCHOOL EDUCATION

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

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OVERSIGHT HEARING ON PRESCHOOL EDUCATION

WEDNESDAY, JUNE 12, 1985

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2261, Rayburn House Office Building, Hon. Dale Kildee (chairman of the subcommittee) presiding.

Members present: Representatives Kildee, Perkins, Tauke, and Petri.

Member also present: Representative Goodling.

Staff present: Susan Wilhelm, staff director; Anne McGrath, legislative associate; Thomas Kelley, clerk; Carol Lamb, minority legislative associate; Mary Jane Fiske, minority senior legislative associate.

Mr. Kildee. The Subcommittee on Human Resources will come to order.

We meet this morning for the first of several oversight hearings on preschool education. We are pleased to have witnesses that can provide important background on the contributions which quality preschool programs can make to our overall education system, and to discuss some of the different types of programs currently being offered.

In recent years several developments have helped generate interest in preschool education. First, longitudinal research such as the Perry Preschool Project clearly demonstrates that early schooling is an important factor in later educational achievement of children.

A second factor often cited is the growth in the number of mothers employed outside the home. Fifty-two percent of mothers with children under 6 are currently employed outside the home. In addition, 32 percent of the 3- and 4-year-olds of mothers not in the work force are also in preschool programs.

Another factor to take into consideration when discussing preschool programs is the increasing number of children living in poverty. According to a December 1984 Congressional Budget Office report, children are now the largest group of poor people in the United States. In 1983, 25 percent of preschool children lived in families below the poverty line. Preschool programs appear particularly beneficial to these children and could be an important factor in helping them break the cycle of poverty.

Education is a local function. It is a State responsibility. It is a very, very important Federal concern.

The Federal Government has exercised its concern in the area of preschool education through specific programs including Head Start and chapter 1. Tax credits are also provided for families paying for the care and education of young children.

There are several basic questions which are pertinent to any discussion of the Federal role in preschool programs. These are: what are the current needs for these children and how are they being met? What will the relationship between needs and services be 10 and 20 years from now? And what should this relationship be? And—this is of prime interest to this committee—what should the Federal role be in this area?

I look forward to hearing from our witnesses this morning on this very, very important issue.

I would like to call upon Mr. Goodling, who has been deeply involved in education, and very concerned in this area. I always mention his name whenever I talk to any educational group to show that concern for education takes place on both sides of the aisle here in Washington.

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman. You are very kind.

As you have heard me say many times, I think the best use of Federal funds that I saw during my experience in the public school business was a program in my own district. It sounds like I am patting myself on the back.

But I had said to my early childhood director on numerous occasions that we are never going to break the cycle unless we find some way, first of all, to work with 3- and 4-year-old youngsters, and second, to find some way to work with them and their parents at the same time.

So we took chapter 1, at that time, title I money, and we spent a certain number of weeks in the home working with the parent and the 3- and 4-year-old child before we ever brought them into any kind of formal setting.

It turned out to be one of the better programs that I think I have ever been involved in. The problem was that in dealing with the school board they wanted their children to participate, too.

And the beauty of chapter 1 was that I could very quickly say to them, I am sorry, you are already teaching them the preschool things they should need to know in order to be ready for a formal education. However, after I left the district, I understand that it didn't take them long until they eliminated the program.

With that in mind, I have introduced legislation called the Even Start Act. You have also heard me say that we shouldn't call it Head Start because it isn't Head Start. We are just trying to give them an even start. And it would probably sell better if we called it that.

I have introduced an "Even Start" program, and basically what I am trying to do is set up some pilot programs where we would develop innovative approaches to teach parents in adult literacy programs to acquire the skills necessary to work in the home with their young children. So that as a matter of fact, while we are teaching the adults literacy skills, we are also at the same time teaching those adults how they might teach their children, so that the child has an even start when they do get into a formal setting.

If we had all sorts of money, then I would try my best to get the program that we used in the district working with parents and children in their homes as a full-scale program in the United States, and I think we could really tackle the illiteracy problem, and give that even start to youngsters.

So more about that later.

Thank you, Mr. Chairman.

Mr. KILDEE. Thank you very much, Mr. Goodling.

When I was in the State legislature, each year I would try to get some money for Wilbur Cohen, who was dean of the school of education at the University of Michigan, my alma mater, so Wilbur Cohen could send a student or two to Switzerland to study under Piaget, who was doing some great work in early childhood education. I have a deep interest in this dating back many years.

In my own family, my three children who are now going into the 8th, 9th, and 10th grades, had the advantage of preschool because my wife and I could afford it. I use that term—that term may change some day—preschool education. It certainly has helped them. What I was able to provide my own children, I would hope that our society could provide for other children in this society.

Our ranking minority member of the committee, Mr. Tauke from Iowa. Mr. Tauke.

Mr. TAUKE. Thank you, Mr. Chairman. It is good to be here this morning to participate in this hearing and I thank you for calling it. Today nearly half of all 4-year-olds are enrolled in programs that focus on their developmental and educational needs, and that certainly is an indication of the interest in preschool education in our country.

Enrollment rates in early childhood programs have grown substantially since 1970, more than doubling in the past 15 years. Today 36 percent of 3- and 4-year-olds go to school.

Recent studies such as the Perry Preschool Project, have demonstrated that a good preschool can make a long-term difference, both in future scholastic achievements and socio-economic performance. Preschool education produces a favorable return on public investment.

Studies have shown that every $1 spent on Head Start, for instance, saves $2.36 that would otherwise be spent on special education and remedial services. With recent reports of increasing poverty among children, it is appropriate and essential for us to examine the Federal role in preschool education as a partial solution to the poverty cycle.

So, Mr. Chairman, it is with interest that we will look today at the programs that the Federal Government has in the preschool education area. And we hope that we will be able to see improvements in those programs in the years ahead.

Mr. KILDEE. Thank you, Mr. Tauke.

Our first panel this morning will be Dr. Lawrence J. Schweinhart of the High/Scope Educational Research Foundation in Ypsilanti, MI, who has been very deeply involved in the Perry preschool study, which will be mentioned often today, and which has been read by many people in the Congress. And also Ms. Helen

Blank, director of the child care and family support for the Children's Defense Fund.

We welcome you here this morning. Will you both come forward to the table.

Your entire testimony will be included in the record of this hearing and you may summarize, if you wish, for the committee.

Dr. Schweinhart.

STATEMENT OF LAWRENCE J. SCHWEINHART, HIGH/SCOPE EDUCATIONAL RESEARCH FOUNDATION, YPSILANTI, MI; AND HELEN BLANK, DIRECTOR, CHILD CARE AND FAMILY SUPPORT, CHILDREN'S DEFENSE FUND

Mr. SCHWEINHART. Mr. Chairman, members of the subcommittee, my name is Larry Schweinhart. I am with the High/Scope Educational Research Foundation in Ypsilanti, MI.

Having heard the opening remarks here this morning, I feel a little bit like I am carrying coals to Newcastle, but I am very happy to do so. And any further use you can make of the remarks I make this morning, I would be very pleased with that.

First of all, I think it is important to focus on what the problem is that we are trying to address, and the problem is that today one out of four children lives in poverty. It is the highest rate in the last 10 or 15 years. It is up 10 percent over 1970.

It is a number that is steadily increasing. And we need to do something about that. It is a new situation. It is a continually worsening situation.

Half of all black children in the country are living in poverty. Two-fifths of all Hispanic children in the country are living in poverty. Those numbers are probably going to increase.

That is enough of a problem in the current situation, but it is also the fact that because they are children, they are going to continue to live their lives and the odds are, unfortunately, suggesting that they will continue living in poverty.

Studies done at the Institute for Social Research at the University of Michigan indicate that two out of five of the poorest children will be among the poorest adults, 7 out of 10 of the poorest children will be among low income adults.

So while there may not be an iron-clad cycle of poverty in the sense that used to be talked about, there is nonetheless a strong tendency of poor children to remain poor throughout their lives.

This is a very intractable problem and has been over the years. It is difficult to get a handle on it. We approach it in many, many ways and very few of them seem to be very effective.

One way that has proved to be somewhat effective is to arm children with the skills, the habits, the attitudes that they need to succeed in school from the earliest years, and one way to do that is through high quality preschool child development programs.

I have been involved with the Perry preschool study over the last 10 years. I have also been involved with a group called the Consortium for Longitudinal Studies, which was a group of 12 investigators of similar studies. What I would like to do now is simply to tell you what the results of all those studies are.

First of all, there is a fairly common finding in preschool education research, and that is that children are better intellectually prepared for kindergarten and first grade. That is sometimes called by different names, but I think that that is what it boils down to, that children are simply given some of these skills and habits that I spoke of earlier so that they can succeed better as they begin school.

The second finding which has come up in about six or seven studies is that there is a reduced need for special education or repetition of grades because children can't make the grade, they are asked to repeat it. That is a common finding from a number of high-quality research studies.

Finally, there is a finding that has come out a little bit more recently from two or three studies, and that is the finding that there is, indeed, a reduced high school dropout rate. Think about that for a minute and even as I speak of some of these other findings, there are very few research studies that indicate any impact on the high school dropout rate.

So if we can identify research that focuses on one kind of program that does reduce the high school dropout rate, it is something to pay attention to for that purpose alone.

There are a number of other findings that, in fact, came from the Perry preschool project mainly because it was in a position to obtain those findings. It is not that there have been other studies that we are not able to find these things. There were very few other studies ever in a position to do so.

One of these findings is that there was consistently higher achievement among youngsters who had gone through the preschool program.

Another finding—again, important in itself—is that there was a reduced delinquency and crime rate among youths who had been to the preschool program. Again, delinquency prevention alone is sufficient to justify these programs.

Another finding, perhaps the most unusual, I suppose, is that there is a reduced teenage pregnancy rate among girls. The teenage pregnancy rate was cut virtually in half by participation in this program.

We think all of these findings indicate simply that as children go through preschool, they are more likely to have a positive experience in school and so they are move closely bound into the school activities, and less likely to engage in other kinds of counterproductive activities.

We have also found an increased employment rate among preschool graduates and a decreased welfare rate.

Now, let's turn to the cost-benefit analysis of these findings, and let me give you the most up-to-date information. As the years have gone by we have reported these things in the past and they worked their way through the literature in various ways, and I hear new numbers all the time. It is remarkable how many different numbers there are.

But here is from our most current analysis. And what I want to present to you is not the saving or the returns to society as a whole, but rather the returns to taxpayers specifically. In other words, you as representatives of the American public, who are the taxpaying public can look at this as dollars from your pocket and into your pocket.

First of all, we find a savings of $5,000 per child for education costs because there is a reduced need for special education; a savings of $3,000 in crime costs because of reduced costs to the criminal justice system, reduced costs of crime to victims; $16,000 in savings in welfare assistance over the lifetimes of participants.

I might mention that all of these dollars that I am quoting are 1981 dollars, constant dollars, discounted at 3 percent. So it is like you took the money to the bank and you are getting 3 percent real interest all the time, and these dollars are over and above that. So these are better than money that you would put into the typical savings account.

Finally, there is $5,000 in extra taxes paid over a lifetime because people are more likely to be employed, they pay more taxes.

So the total benefits to taxpayers are about $28,000 per child. That is 595 percent of the cost of a 1-year preschool program or about 300 percent for the cost of a 2-year program.

In our research, the 1-year program did just as well as the 2-year program, so obviously the benefit ratio would be higher. The cost of our program per child was $5,000. That is just a little bit more than the typical cost for early childhood special education programs as reported by a Rand study a couple of years ago.

So it is not highly out of line. The principal reason for that relatively high cost is the teacher/child ratio of about 1 to 5 that was carried out in the Perry study. If you stuck with 1 year and you made the very simple adjustment of reducing the ratio from 1 to 5 to 1 to 8, again, a ratio that is considerably more favorable than the ratios in existing programs, you could reduce the cost per child to $3,500 which is roughly equivalent to current Head Start costs.

The one thing that I want to emphasize as tremendously important here is that quality of programs is absolutely essential to achieving these kinds of results. I just mentioned a way to reduce costs a little bit. But you can't do that kind of procedure indefinitely.

Sooner or later you cut into the very quality that leads to the long-term effects, and if that is done, the programs are a waste of the taxpayers' money. What quality means is a good curriculum, leadership—that means curriculum and educational leadership on the part of the directors of the program—the involvement of parents as partners with teachers, good teachers who are paid wages attractive enough to maintain good teaching, in-service training and evaluation.

Currently, there are 731,000 4-year-olds in the United States. If you multiply that by $3,500 per child, you get about $2.5 billion. That is 2.5 times the current Head Start budget.

If we look at preschool education and preschool child care across-the-board, we find that it has grown incredibly in the last 15 years or so. In 1970, 21 percent of 3- and 4-year-olds in the country were enrolled in programs. In 1983, 38 percent, an increase of—it has almost doubled in that period of time.

But one sector has not increased nearly as much, and that is the sector of low-income children—ironically, the very group of children who would profit the most from preschool programs. Right now the Federal Government spends about $1 billion on Head Start.

We estimate about another $1 billion in child care subsidies to low-income children. That means that the Federal Government has perhaps the overriding interest in the country in maintaining these programs right now. By a virtue of the de facto policies, the Federal Government is the biggest investor right now in preschool programs for low income children.

The States of the country are starting to spend more money on prekindergarten programs, and we estimate that they spend right now about a quarter of a billion dollars, most of that in California, which has maintained a fairly strong system of child care and early education programs in the State for a number of years.

I would like to make a few recommendations for Federal actions.

First, I think the facts speak for themselves. It is clear that we need to increase Head Start funding.

In fact, the de facto policy of the country right now is to serve 1 out of 5 eligible children, or 1 out of 4, perhaps, but no more than that. That is almost a meaningless policy.

If you compare that to, say, a Medicare or Medicaid policy where you would only provide health care services to 1 out of 4 or 1 out of 5 people who needed the care, you could see the absurdity of that policy. So something needs to be done about that.

Head Start funding could be increased. The other thing closely related to that is that the leadership function of Head Start could be enhanced.

Head Start programs are among the strongest programs existing at the community level now, but there are many other kinds of programs, as well. Head Start can serve a leadership function in bringing those programs together and bringing the community together to rally support for public funding of preschool programs from other quarters, from local sources, from State sources.

The next point is that we need to upgrade and certify the quality of Head Start. As I listen to people speaking in the States, it is very clear that there are times when the quality of Head Start is questioned. In part, because there is no State representation of Head Start.

There are Head Start associations which are active to some extent, but they don't get their funds from the States and so they are not so particularly concerned with speaking with State government and State legislatures. That could be changed simply by enabling Head Start associations to develop a more effective means of communicating with State legislatures.

Head Start needs to attract good teachers through better wages. It needs to provide opportunities for training and career advancement. It needs to provide leadership opportunities so that not only from the outside is Head Start providing leadership, but also within.

Next, the Federal Government needs to encourage State investments in good preschool programs for poor children. There are several ways that could be done.

One way that seems that would be useful would be incentive grants of some sort. A second approach would be to simply recognize extra State contributions to Head Start. Right now Alaska contributes about 40 percent of a match to Head Start even though the Federal Government only requires 20 percent. But it is doing it with virtually no national recognition, and I think that that sort of thing deserves some recognition. It is a way to contribute to preschool education.

Another thing the Federal Government could do would be to sponsor conferences for State policymakers so that this movement, which is in fact occurring among the States right now, could receive an extra dose of national attention.

Last, we need to encourage high standards of quality among all early childhood programs, especially those that receive Federal funds. The recent incidents of child sexual abuse that have taken place are very tragic and draw attention to the problem, but if all they result in is criminal record checks, they haven't served a very useful purpose at all in drawing our attention to the problem because the problem—the day-to-day problem of child neglect is a much more serious problem than the occasional bizarre incidents that take place.

In conclusion, I would like to say simply that I think we have a sort of a crisis in public policy thinking in this area, and that is because we try to solve problems as they come up. When we want to solve a high school dropout problem, we bring up a high school dropout program, a delinquency prevention program, various kinds of programs directly targeted at problems.

I always thought that maybe sooner or later we would focus on the correct problem. Well, the correct problem is perhaps childhood poverty. But recently the Congressional Budget Office prepared a 600-page report to talk about childhood poverty and talked about how to make childhood poverty go away. It didn't talk at all about the relationship between childhood poverty and the various kinds of consequences that follow from it.

Well, one way to address those consequences is preschool education. And if we can really focus on the long-term consequences, both of poverty and of preschool education, then we can really make a differences in the lives of children and adults.

Thank you.

[Prepared statement of Lawrence J. Schweinhart follows:]

PREPARED STATEMENT OF LAWRENCE J. SCHWEINHART, HIGH/SCOPE EDUCATIONAL RESEARCH FOUNDATION, YPSILANTI, MI

EARLY CHILDHOOD POVERTY

One fourth of the nation's children under 6 years of age are now living in poverty.[1] Unless something more is done to help them, many of these children will remain trapped in the vicious cycle of poverty, which results in failure in home, school, workplace, and community.

Americans, while they value independence and self-reliance, are also willing to pay for programs of public welfare assistance that lessen the pains of poverty. The question, however, is not simply how to lessen the pains of poverty, but also how to help people get out of poverty and prevent others from falling into poverty. "Give a hand, not a handout" was the rallying cry of the War on Poverty.[2]

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[1] U.S. Bureau of the Census (1984). Money income and poverty status of families and persons in the United States: 1983 (Current Population Reports, series P-60, No. 145).

[2] Charles Murray (1984). "Losing ground: American social policy 1950-1980," New York: Basic Books, pp. 22-23.

In this country, continuing poverty from generation to generation is not inevitable, but the connection remains strong. Two out of five children from the poorest of families still fall among the poorest as young adults; seven out of ten continue to live in low-income families.[3] The evidence indicates that poor children tend to fail in school and drop out before high school graduation; high school dropouts, in turn, are likely candidates for poverty in their adult lives.[4] One of the few ways known to change this tragic progression is to prevent school failure by giving young children living in poverty the skills, habits, and attitudes they need to succeed in school. Such thinking led to the passage of compensatory education legislation in the 1960s—resulting in programs like Head Start and Title 1.

THE POTENTIAL EFFECTIVENESS OF PRESCHOOL PROGRAMS

Preschool child development programs for poor children have received a number of scientific evaluations. Despite some early findings that cast doubt on the overall efficacy of the national Head Start program,[5] the evidence has mounted over the years that high quality preschool programs for poor children have positive short-term and long-term effects. The findings of numerous independently conducted studies suggest a possible pattern of causes and effects that stretches from early childhood into adulthood.

In studying the effects of particular preschool child development programs, we are asking what the effects of these programs can be, not what the effects of all preschool programs actually are. As might be expected, many studies address the short-term effects of preschool programs, while only a handful have been in a position to look for long-term effects ten years or more the programs end. The most studies that confirm a finding, the greater the scientific confidence in it. But even one scientifically sound study can demonstrate that an effect is possible.

We recently reviewed half a dozen longitudinal evaluations that met the basic criteria of scientific validity. These studies included evaluations of the Early Training project in Tennessee, the Perry Preschool project in Michigan, a Head Start project in Georgia, and three independently conducted New York-based projects—the Experimental Prekindergarten project, the Mother-Child Home project and the Harlem project.

Findings from these studies, listed in Table 1, indicate that good preschool child development programs for poor children help prevent school failure. First, they help improve children's intellectual performance as school begins; this improvement, on the average, reaches a maximum of 8 points on intelligence tests and lasts from the end of the preschool program to age 8. Second, good preschool programs help reduce the need for poor children to be placed in special education programs or to repeat grade levels because they are unable to do the work expected of them. Third, they participation in these programs leads to a lower high school dropout rate.

Additional evidence, largely from the Perry study, indicates that good preschool programs can lead to consistent improvement in a poor child's achievement throughout schooling, a reduced delinquency and arrest rate, a reduced teenage pregnancy rate, an increased employment rate at age 19, and a decreased welfare rate at age 19.[6]

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[3] Martha S. Hill & Michael Ponza (1983, Summer). Poverty and welfare dependence across generations, Economic Outlook USA (Ann Arbor, MI: Institute for Social Research), p. 61.

[4] For documentation of the connection between childhood poverty and low achievement, see Education Commission of the States, National Assessment of Educational Progress, (1983). "The third national mathematics assessment: results, trends, and issues." Reprinted by the National Center for Education Statistics, (1984). "The condition of education." Washington, DC: U.S. Government Printing Office (NCES 84-401), p. 52. For the connection between childhood poverty and high school dropout, see National Center for Education Statistics. (1983). "Two years in high school: The status of 1980 sophomores in 1982." Washington, DC: Author, p. 3. For the connection between high school dropout and adult poverty, see U.S. Bureau of the Census, Money income and poverty status of families and persons in the United States: 1983 (Current Population Reports, Series P-60, No. 145), p. 27.

[5] Westinghouse Learning Corporation, (1969). The impact of Head Start: An evaluation of the effect of Head Start on children's congnitive and affective development, Vols. I-II (Athens OH: Ohio University).

[6] John R. Berrueta-Clement, Lawrence J. Schweinhart, W. Steven Barnett, Ann S. Epstein, & David P. Weikart, (1984). "Changed lives: The effects of the Perry Preschool Program on youths through age 19," pp. 94-105. See also Irving Lazar, Richard Darlington, Harry Murray, Jacqueline Royce, & Ann Snipper, (1982). Lasting effects of early education, "Monographs of the Society for Research in Child Development," 47-(1-2, Serial No. 194).

ECONOMIC ANALYSIS OF PRESCHOOL'S EFFECTS

The High/Scope Educational Research Foundation conducted a cost-benefit analysis of the Perry Preschool program. This analysis indicated that such programs can be a good investment of taxpayers, yielding a sizable economic return to the investing public.

As shown in Figure 1, the major cost of the program (in constant 1981 dollars, discounted at 3 percent) is the initial investment of about $5,000 per participant per program year. Major benefits to taxpayers are reduced costs per participant of about $5,000 for special education programs, $3,000 for crime, and $16,000 for welfare assistance. Additional postsecondary education costs by participants adds about $1,000 to costs. Due to increased lifetime earnings (predicted from the improved rate of high school graduation), about $5,000 more in taxes are paid by participants.

TABLE 1.—DOCUMENTED EFFECTS OF GOOD PRESCHOOL PROGRAMS FOR POOR CHILDREN

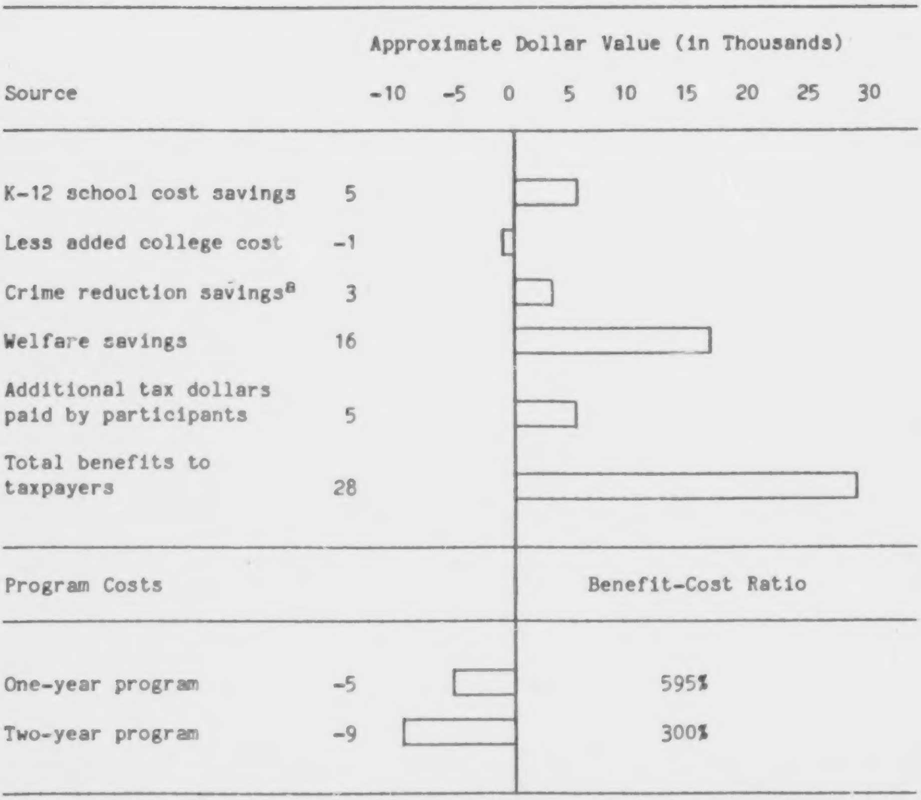
Finding study	Program group (percent)	Control group (percent)	Probability[1]
Preparation for school (age 5 IQs):			
Early training	96	86	<0.01
Perry preschool	94	83	<0.01
Harlem	96	91	<0.01
Mother-child home (age 9)	107	103	
Special education placements:			
Rome Head Start	11	25	0.02
Early training	3	29	<0.01
Perry preschool	37	50	
New York pre-kindergarten (age 9)	2	5	<0.01
Mother-child home	14	39	<0.01
Retentions in grade:			
Rome Head Start	51	63	
Early training	53	69	
Perry preschool	35	40	
Harlem	24	45	<0.01
New York pre-kindergarten	16	21	.02
Mother-child home	13	19	
High school dropouts:			
Rome Head Start	50	67	.04
Early training	22	43	.08
Perry preschool	33	51	.03
Additional Perry Preschool findings:			
Functional competence (average or better score)	61	38	.05
Postsecondary enrollments	38	21	.03
Detentions and arrests	31	51	.02
Teenage pregnancies per 100 girls	64	117	.08
19-year-old employed	50	32	.03
19-year-olds on welfare	18	32	.04

[1] Proportion of the time that a finding of this size will occur by chance; "<" means "less than."

Note.—Adapted from "Changed lives: The effects of the Perry Preschool program on youths through age 19" (pp. 94–105) by John R. Berrueta-Clement, Lawrence J. Schweinhart, W. Steven Barnett, Ann S. Epstein, & David P. Weikart, 1984, Ypsilanti, MI: High/Scope Press.

Figure 1

PERRY PRESCHOOL PROGRAM PER-CHILD
COSTS AND BENEFITS TO TAXPAYERS



Note. Table entries are constant 1981 dollars, discounted at 3% annually. From Changed lives: The effects of the Perry Preschool program on youths through age 19 (p. 91) by John R. Berrueta-Clement, Lawrence J. Schweinhart, W. Steven Barnett, Ann S. Epstein, & David P. Weikart, 1984, Ypsilanti, MI: High/Scope Press.

[a] Savings to citizens as taxpayers and as potential crime victims.

Thus, total benefits to taxpayers amount to about $28,000 per participant—595 percent of the initial cost of the one-year program or 300 percent of the cost of the two-year program. The return is large enough that even a two-year program that was only half as effective as the program studied would still yield a positive return on investment. The savings from reduced costs for special education alone are enough to return to taxpayers an amount equivalent to the cost of a one-year program.[7]

The per-child costs of this preschool program were relatively high, but no higher than the costs for typical preschool special education programs. The figures reported are upper-bound estimates of the full costs to society; some of these expenses, such as the cost of the building, could be absorbed into the ongoing costs of a school system or other sponsoring agency. Further, the program could be made more efficient without sacrificing essential qualities. A one-year program demonstrates the same strong effects as a two-year program, and a teacher-child ratio of 1 to 8 has proven to be just as effective as the Perry Preschool ratio of 1 to 5. If the Perry program had operated in this way with no other changes, it would have cost only about $3,500 per child in 1981 dollars.

But high quality is essential in early childhood programs if they are to have long-term benefits. Early childhood educators agree on many of the elements of a high quality program. A high quality program needs parent involvement, competent and highly motivated teachers, programmatic leadership by supervisors or directors, an articulated curriculum of proven effectiveness, a purposeful inservice training program, and the feedback provided by frequent program evaluation. While such ingredients of quality are possible in a poorly funded program, they are much more likely in a reasonably well funded program, as exemplified in the various preschool programs that have demonstrated their long-term effectiveness.

At $3,500 per child, it would cost about $2.5 billion to provide high quality preschool child development programs to the 731,000 poor 4-year-olds in the U.S.—two and a half times the current cost of Head Start. In 1983, only 29 percent of all poor 3- and 4-year olds in the U.S. were enrolled in preschool child development programs—424,000 youngsters.[8] Only some of these programs were good enough to produce long-term benefits to the to the extent described above, but many of them were probably good enough to yield positive returns on investment as well as a better educational experience for children.

CURRENT PUBLIC INVESTMENTS IN PRESCHOOL PROGRAMS

More and more, preschool child development programs are becoming a part of the lives of American families. The percentage of 3- and 4-year-olds enrolled in these programs has almost doubled in 13 years, from 21 percent in 1970 to 38 percent in 1983.[9] In part this expansion is due to the increasing number of mothers employed outside the home—now 52 percent of mothers of children under 6.[10] But is also due to increasing enrollment of children by mothers not in the work force: in 1980 one out of three of these children was enrolled in a preschool program.[11] It is reasonable to expect future expansion of preschool programs at a similar rate.

But the number of poor children enrolled in preschool programs, dependent on public investments, has not expanded so dramatically. This is truly ironic because the cost-effectiveness of these programs has been demonstrated only for poor children.

The federal government spends about $1 billion a year on Head Start, which, according to our estimation, serves fewer than one out of four of poor 3- and 4-year-olds. National Head Start policies are intended to encourage high quality child development programs, and many Head Start agencies over the years have provided such programs. But issues of qualified staff and adequate inservice training remain persistent concerns.

The federal government also spends about $1 billion a year on various subsidies to child care programs for low-income children (both poor and near poor). Child care programs ideally provide the same child development orientation that is provided by preschool education programs, but they are also intended to simply watch over children while their parents are working or in school. Because they can meet the goal of watching over children without meeting the goal of providing a high quality child development program, the quality of these programs varies considerably.

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[7] Changed lives, pp.83-92; and W. Steven Barnett (1985). "A benefit-cost analysis of the Perry Preschool program and its effects," Ypsilanti, MI: High/Scope Press.

[8] Lawrence J. Schweinhart, (1985). "*Early childhood development programs in the eighties: The national picture*, (Hight/Scope Early Childhood Policy Papers, No. 1). Ypsilanti, MI: High/Scope Press, p. 13; and Milton Chorvinsky, (1982). *Preprimary enrollment 1980*," Washington, DC: National Center for Education Statistics, p. 13

[9] "National picture," p. 9; "Preprimary enrollment," p. 15.

[10] More than half of preschoolers' mothers work, government says, "Report on Preschool Programs, 16" (16), August 7, 1984, p. 7-8.

[11] "National picture," p. 10; "Preprimary enrollment," p. 14.

State governments are becoming interested in providing preschool child development programs, independently of the federal government. A dozen now offer such programs, with total spending of around $225 million; 15 more are considering it.[12]

RECOMMENDATIONS FOR FEDERAL ACTION

These research findings and other considerations lead us to make four recommendations for defining the federal role towards preschool programs.

(1) *Increase the overall funding level of Head Start.*—Head Start is the premiere national effort to provide effective preschool programs for poor children. It should serve a leadership role within the early childhood community—providing demonstration programs from which others may learn, bringing together local early childhood program providers, and rallying community support for preschool programs for all poor children.

(2) *Maintain and upgrade the quality of Head Start programs.*—Sometimes management problems and the zeal to stretch dollars has interfered with the quality of Head Start programs. Head Start should allocate substantial dollars to the functions of staff training and program innovation, and these dollars should be spent effectively. Head Start staff should receive sufficient wages to support highly competent teachers and dynamic leadership personnel.

(3) *Encourage investments by state governments in effective preschool programs for poor children.*—According to the benefit-cost analysis, many of the economic benefits of preschool programs accrue to states—through increased tax revenues and through savings in the costs of education, criminal justice, and welfare assistance. As mentioned above, about one fourth of the states are now offering such programs, and another fourth are considering providing them. The federal government could provide incentive grants to states for such programs. It should take special note of states, such as Alaska, that substantially exceed the required match of federal dollars for Head Start. It should fund conferences that bring state officials together to share their knowledge in preschool policy.

(4) *Encourage high standards of quality in all early childhood development programs.*—The clearest federal responsibility in this matter is towards child care programs that receive federal funding through the Social Services Block Grant or a handful of other federal programs. While the research documenting effectiveness applies directly to preschool programs for poor children, it also indicates the importance of early childhood experience in the lives of all children. Certainly, children do not have to be poor to run a risk of school failure. It would be tragic if the recent horrible incidents of child abuse in preschool programs led to no more of a government response than the institution of criminal record checks for child care workers. These incidents underscore the need to prevent not only the bizarre abuse of children receiving child care, but also their routine, albeit unpublicized, neglect.

The children of today can be the successful, productive citizens, taxpayers, and voters of tomorrow. Or they can be the welfare cases, the criminals, and the failures. The choice, to some extent, is ours. Public provision of effective preschool child development programs for poor children is sound public policy—both the fiscal and humanitarian viewpoints.

Mr. **Kildee**. Thank you very much, Dr. Schweinhart.

Probably, Ms. Blank, about 3 minutes into your testimony the bells will ring for a record rollcall in the House. At least I anticipate that. At that point, we will let you come to the end of your paragraph, we will go vote and come back. We won't be leaving out of rudeness. You may start, Ms. Blank.

Ms. **Blank**. OK. I will start. I have a lot to say, because I think it is very important as we look at preschool and what preschool does to look very broadly at the issue and we feel it is quite important as we talk about low-income children to tease apart the issues.

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[12] "National picture," pp. 34-36.

And in my testimony today, I would like to talk about a number of issues. We agree with Mr. Schweinhart that preschool can have a credible impact on enhancing the futures of young children, and I think we need to look very closely at Head Start because it is a model that works, and we need to look at why Head Start works, and what are the qualities of preschool programs that make them achieve the results that Head Start and the Perry Preschool Project have had.

We have got to look closely if we talk about expanding preschool and what implications that has on the existing child care community, a community composed of low-income people themselves. We need to look at the needs of working parents as we look at preschool, and we need to realize that preschool and child care are not two different subjects.

We also need to look at if we are talking about young children and we are talking about schools serving young children, how kindergarten policies can be improved and expanded to help the working parents.

We are, as High Scope, increasingly concerned about a two-tier system of preschool in this country. More and more families are seeking a nursery school experience for their young children, but what we see is 53 percent of 3- to 4-year-olds with higher or median income families in preschool and only 29 percent of those in lower income families.

We recognize that Head Start——

Mr. Kildee. That is just the first bell. You go ahead.

Ms. Blank [continuing]. Has played a major role in improvement preschool and we have worked with Congress and many administrations to ensure that Head Start stays a strong program and maintains those components that are necessary to make it work.

I think we need to look at why Head Start works and why other successful preschool programs have done what they have done. Larry mentioned a number of those features and Claude is going to talk as a Head Start director later about what those features. Obviously, parent involvement.

For many parents, Head Start offers the first chance to influence what happens to their child outside their home. No preschool program for low-income children can work without a hefty dose of parent involvement, community involvement and comprehensiveness.

We have to realize that the programs that work are not just education programs. They provide social services, health and nutrition to children. A child who is sick, a child who has ear infections that affect his hearing, a child that is hungry, cannot learn in school.

A child with troubled parents has trouble picking up that good education component. Head Start and good preschool programs work because they are comprehensive.

There are a number of other factors, some of which Larry mentioned, that have to be kept in mind as we talk about preschool. They are low staff/child ratios and small group size.

We have to have an age-appropriate curriculum. One of the things that we are very concerned about is States and localities look at preschool is that we not move a kindergarten program down to serve 4-year-olds. Staff training and staff qualification are important.

This is an issue as we talk about what standards to impose at the Federal level. It is an issue for State governments as more and more Governors are interested in preschool. Teachers must have experience in working with young children.

A teacher who has been a sixth grade teacher isn't necessarily a good teacher of 4-year-olds. And a general teaching credential isn't necessarily the only requirement for teachers of young children. We have to look at programs like the Child Development Associate, which this committee has been very helpful in maintaining; a competency-based credential that ensures that women have the skills to work with young children, but not necessarily an academic credential.

We must provide funds for training. Congress last year appropriated $25 million for training and child care in response to incidents of sexual abuse. That is a one-time-only fund.

Every study done on good early childhood education, good childcare, says that training is key. If we let that $25 million disappear after one time, what kind of message are we giving to States who are interested in preschool?

As Larry said, we must realize that high-quality preschool is not cheap. Head Start now costs about $2,400 per child. You cannot assume that you can run a good preschool program based on a kindergarten funding formula.

Finally, as States and the Federal Government and local governments look at preschool, they have got to involve early childhood, professional child care people in the planning of these programs.

Our concern is that if they are run by schools that schools will tend to overlook the experience and the wisdom of the early childhood community.

Mr. KILDEE. At that point I think we will go over and vote. We should be uninterrupted then until the completion of the hearing. We are on Nicaragua today. So I am sure there will be a long debate.

We will be right back in about 7 minutes.

[Recess.]

Mr. KILDEE. Ms. Blank, you may continue your testimony.

Ms. BLANK. We are concerned that some of the preschool programs that are being organized today are not meeting those quality criteria that I talked about before you went to vote. For example, Texas passed a $50 million program. They haven't appropriated the money last summer, for preschool education with a lot of hoopla, but their staff/child ratio in that 4-year-old program is not the 1 to 5 or the 1 to 8 that Larry spoke about. It is 1 to 22. The ratio for 4-year-olds is the same as their ratio for the whole school system. And they did, they brought down ratios for the whole school system, and they are proud of that. But they forgot to consider that 4-year-olds are different than 10-year-olds.

Maybe if the early childhood professionals had been more involved in the planning process, that wouldn't have happened. Another issue, and it has come up at the Federal level as you have all worked on Head Start, is who is going to run more preschool programs? There is no doubt that some of them will be run by the schools. The schools working with early childhood professionals and child care advocates can play a big role in expanding preschool opportunities.

We believe that communities should be open to using other resources and that preschool initiatives should take advantage of the existing expertise in their community, both the Head Start expertise and the expertise of local child care programs. An initiative sponsored by the Governor of Maine added $1.7 million on their education reform bill for preschool. It wasn't money that went through the schools, it was money that was added to Head Start, and it will allow at a cost of $2,500 per child, every county in Maine to now reach 25 percent of those eligible for Head Start.

Preschool legislation in South Carolina that Mrs. Meadors will talk about allows nonprofit child care programs, outside agencies, the opportunity to operate the programs. Another issue that we are very concerned about, and it is a difficult issue, but we believe that policymakers ought to be aware of it as part-day preschool programs are thought about in communities, is the impact of a new player like the schools on the existing child care community, on community-based organizations.

Many child care programs are now run by and staffed by providers who are themselves low-income minority women without formal academic credentials who are working successfully with children and families. If schools—we talked about this before—choose to run a portion of the program, staff qualifications have to allow opportunities for staff with experience in working with young children with those competency-based credentials to be in classrooms. Another central consideration is if schools or other institutions run part-day programs, how will child care programs stay open? Can they be viable on less than a 10-hour day, on a 7½-hour day, because someone has to fill in those gaps for children of working parents.

One of the things to consider, and we are talking about long, down the road, but I think it is important to have these issues in mind as we talk about preschool, is that while preschool is important, we have got to look at this as part of the whole picture for young children. If schools serve more 3- and 4-year-olds and existing child care programs move down, policymakers have to consider transition issues. Toddlers and infants require even lower staff/child ratios as well as more costly health and safety precautions. And if child care programs are going to move their age group down if other institutions are 4 years old, there has to be funding to help them make this transition.

We have a tremendous demand for infant care. Forty-seven percent of mothers of children under 1 are now working, a 95-percent increase since 1970. That brings us into one of the last issues, and it is a very serious issue as we talk about low-income children. And we can't ignore it as we talk about preschool. A 2½-hour day preschool program is not a magic bullet. You cannot plan for preschool programs without factoring in the reality that the majority of preschool children have mothers in the labor force. And this has to be looked at as we look at the length of the day.

Fifty-two percent of mothers of children under 6 are now working. Fifty-three percent of mothers of children under 2—that is a

75-percent increase since 1970. These mothers are not working a few hours a day. Most of them are working full-time, 71 percent in March 1984. Even when their youngest child is under 3, 65 percent of mothers are employed full-time. This is very relevant to low-income children. Yes, we know that preschool can make an enormous difference in the futures of low-income children. Perry Preschool has taught us that. Head Start has taught us that. We have to have more early childhood opportunities.

Maybe they have to be meshed with child care. We know that mothers are working because they have to. In 1983, two-thirds of all women in the labor force were single, married, widowed, divorced, separated or had husbands who earned less than $15,000. You have heard the poverty statistics. Today 1 in 5 children lives in a single-parent family. By 1990, 1 in 4 children will. Their mothers have to work, and when they work they need help in meeting their child care costs.

In 1982, the average single mother earned less than $9,000. She would have to pay almost a third of her income, almost $3,000 to purchase a center base child care slot. In Cleveland a Resource and Referral Program received 30 percent of its calls in the first half of 1984 from single mothers, and over 70 percent of them earned less than $10,000.

Black children, we know, are worse off. Half live in families with incomes below $6,100. Even with two wage earners, women are essential providers of family income. Twenty-five percent of married women who work outside the home have husbands who earn less than $10,000. Black children are, again, worse off. Regardless of family type, they have less income. The median family income of black families is less than 60 percent of that of white families. Half of all black families had incomes below $14,580 in 1983.

That means they have to work, and that means that they need child care, not from 8:30 to 11. They need child care often from 7 in the morning until 6 at night. We know that lack of affordable child care is a major factor keeping women and children in poverty. Yes, again, preschool can help give children the kind of opportunities they need to become more productive adults, but their parents also have to work to be able to provide a roof over their head and feed them.

A recent Census Bureau survey found that 36 percent of low income women and 45 percent of single women said they would work if adequate child care were available. State surveys point out the same kind of statistics. The lack of direct Federal support for child care highlights the importance of looking to preschool more broadly.

Yes, we spent about a billion dollars on child care other than Head Start, but $600 million is from the title XX, Social Services Block Grant, which was cut 21 percent in 1981, about $400 million is from the child care food program which was cut a third, and we know that less food is being offered in those programs. We looked at CDF to see what happened when title XX was cut. In 1983, we found 33 States were serving fewer children than in 1981.

We went back in 1984 because there is so much interest in preschool and child care. What happened out there in the States? Last September, we found 27 States were still serving less children. Will preschool deal with the fact that there is 4,000 children on the waiting list in Louisiana for title XX funded child care and their eligibility cutoff is less than $10,500 for a family of four.

New Mexico serves 3,700 children. They estimate they need to serve 5,000. They serve families no higher than poverty level. Georgia has almost 5,000 children on its waiting list for title XX, and half of the counties in Georgia have no title XX child care. Their Human Services director said, "What should we do? We have no money, but we have to reach the rural counties." I said I have no magic bullet. She said, "Should we take away from the children at Atlanta?" I said what will their mothers do, and what will they do?

Recent data from Massachusetts, Research and Referral Project, suggested only about a third of the State's families needing day care are able to find it at a price they can afford. We are concerned for these families that we need to look at more broadly. A 2½-hour day presents new scheduling problems. There is great concern among early childhood experts that two center based situations, many different care givers in a single day is not optimal for young children, either 4- or 5-year-olds.

Another thing to consider is if preschool is offered in the community and low-income parents must work, we may even have have more of a dual system with parents who aren't working taking advantage of the 2½-hour program. South Carolina's law gives some recognition—and we will talk about it—to the needs of working parents by saying that programs must be open at least part of a day, a policy which leaves open the possibility that schools and communities will eventually provide coverage. And it also modifies their transporation policies so schools can drop children off at child care centers or family day care homes.

Even this approach does not provide a realistic alternative for working parents. Massachusetts has a bill that provides another interesting alternative which is on their Education Reform Act. It is not passed yet, but it would provide funding for a range of child care programs, including not just pre-kindergarten programs for 3- and 4-year-olds, but also child care for the full working day.

The Child Care Opportunities for Families Act of 1985, which will be introduced in the several weeks by Representative George Miller, includes a provision which would offer a similar approach to the Massachusetts model, and we urge this committee to look at it. It would provide funding to schools to operate or contract with community child care programs to provide child care for 4- and 5-year-olds that meet the needs of working parents. Funding could be used for a part-day to extend a part-day program. It couldn't be used to start a preschool program. We have Head Start, but it could be used to extend those 2½- to 3-hour 4-year-old programs and 4-year-old programs to a full working day.

This bill contains the components of quality we talked about. It requires that parent involvement, age appropriate curriculum and staff experience in working with young children are in those programs. It requires that programs meet State licensing standards or standards applicable to the title XX social services block grant. And it requires that local advisory groups composed of not only educators, but parents and the early childhood community be involved in the planning process.

We urge local communities and States as they talk about 4-year-olds to look at their kindergarten programs. Most States only offer 2½-hour kindgergarten programs. We are concerned about continuity of care for young children, and we are concerned about latch key 4- and 5-year-olds. We have to look at what full-day kindergarten means.

New York City, last year, opened all its schools and made available a 3 o'clock kindergarten. Many people in the city thought they meant 5 and 6 o'clock. They did not put an after-school component. We hope that we have money this year in the supplemental appropriations bill to begin to fund a school age child care bill that was passed—Mr. Tauke was very supportive last year—by Congress. A small amount of money for startup costs, but we need to look at the issue of school age child care even as we look at preschool child care.

A preschool program can have long-lasting effects on young children if it is fashioned to take into account, as we talked about, the quality of the program, the schedules of working parents, the need for continuity of care for children, and the ramifications of the proposal of the existing child care community. It is vital. We agree that we have worked to better the lives of low-income children for the last 20 years as an organization. To narrow the gap between the families who can afford preschool and those that are too poor and must forego that experience for their youngsters, but it is equally important that programs are designed and funded so their goals can be really accomplished.

At the Federal level we agree that we must continue to press for additional dollars for Head Start. It has to serve more than one in five eligible children, and we have to strive to maintain the investment necessary to insure that Head Start remains a high quality program. You will be reauthorizing Head Start again next year, and we will be back to talk to you about our concerns. But we can't administratively weaken Head Start and expect it to produce the results that we have seen.

The title XX, social services block grant is the meat and potatoes of child care, both at the Federal level and the State level. It was cut 21 percent. We have only restored $200 million. It is $600 million less than it would have been in 1984. If it hadn't been cut, if it took inflation into account, it wouldn't be funded at $2.7 million. It would be funded at $5 billion. It has to be expanded, and if it is expanded, it will help communities expand preschool as well as child care opportunities.

Look closely at the tax reform bill. The tax reform package, the administration's tax reform package, converts the child care credit to a deduction. It won't make a huge difference in allowing communities to fund preschool programs. It will make a huge difference for working families earning under $30,000. We take that product and we turn its progressivity on its head. We give twice as much or more than twice as much to families earning $85,000, and we take away from families earning between $10,000 and $30,000.

We could earmark that for dependent care or child care and make a big difference. So look at that tax credit, if you are concerned about preschool. New Federal and State initiatives such as those that will be included in the Miller bill would provide additional help to families in meeting their child care needs, as well as support to improve the quality of child care. And they are necessary if we are to insure that young children whose parents are struggling to be self-sufficient receive the support they need in their key developmental years to be productive adults. Thank you.

[Prepared statement of Helen Blank follows:]

Prepared Statement of Helen Blank, Director, Child Care, Children's Defense Fund, Washington, DC

Mr. Chairman, members of the Committee, I am Helen Blank, Director of Child Care at the Children's Defense Fund. CDF is a national public charity created to provide a long-range and systematic voice on behalf of the nation's children. We are organized into four program areas: education, child health, child welfare, and child care and family support services. We address these issues through research, public education, monitoring of federal and state administrative and legislative policies and practices, network building, technical assistance to national, state, and local groups, litigation, community organizing, and formation of specific issue coalitions. We look forward to working with Representative Kildee, a strong supporter of children's programs, as Chairman of the Human Resources Subcommittee.

We believe that the Committee's interest in preschool child care is extremely timely and appreciate the opportunity to appear today.

We would like to address several areas that are essential for communities, states, and the federal government to carefully consider as preschool options are debated. These include: The need to continue to expand Head Start, a model that works to more children; the components necessary to insure a quality preschool program; the implications of preschool programs for the existing child care community; the importance of considering the needs of working parents in developing a program for three and four year olds; and the value of policies to improve and expand kindergarten options for parents.

The Children's Defense Fund is one of the many organizations that has long recognized the value of supportive preschool experience to low-income children. We are now increasingly concerned that this country is developing a two tier system of child care as well as preschool. An increasing number of families are seeking a preschool center or nursery school experience for their three and four year olds. This trend however may reflect a pattern that is leaving low-income children behind and fueling a two tier system of care for our youngest children.

"Enrollment rates of children in preschool programs are significantly higher when mothers have larger incomes and more education. Fifty-three percent of three to four year olds with median or higher incomes attended a preschool program in 1982 as contrasted with only 29 percent of those in lower-income families. Enrollment rates increase as mothers' education levels rise and still more when mothers are employed. Not only is there growing use of preschool as a child care service for the three, four, and five year olds with working mothers, but there is an especially high use by affluent, educated, working families."

THE COMPONENTS NECESSARY TO INSURE A QUALITY PRESCHOOL PROGRAM

We have also recognized the role that Head Start plays in providing such an experience and since its inception have worked with many administrations as well as the Congress to build a strong Head Start program. Head Start similarly to the Perry Pre-School Project demonstrated that a high quality pre-school program can have long-lasting effects enhancing the futures of young children and their families. The positive results have been well documented:

The Social Research Group at George Washington University conducted a comprehensive review of all Head Start research since 1969. It summarized the studies as showing that Head Start children performed equal to or better than their peers when they began school, had fewer grade retentions and special education placements, lower absenteeism, fewer cases of anemia, more immunizations, better nutritional practices, and better health in general. For Head Start parents, the studies showed improved parenting abilities and approach to parenthood, increased positive interaction with their children, and increased involvement in their communities, which was likely to continue after their children entered regular school. Finally, communities themselves "experienced institutional changes" as a result of the program.

Drs. Irving Lazar and Richard B. Darlington of Cornell University compiled data from 14 longitudinal studies of low-income children enrolled in experimental preschool programs (including Head Start) prior to 1969. They found that compared to control children who had not been enrolled in such programs, children who had were "more able to meet the minimal requirements" of school and were less likely to be retained or assigned to special education classes.

The General Accounting Office (GAO), at the request of Congress, undertook a review to determine the need for and impact of early childhood development programs on low-income families. It found that while millions of poor children "are badly in need of help to attain an opportunity to lead successful and happy lives" and "many receive inadequate care," only "a small percentage of children and families needing services receive them." GAO concluded that preschool programs, especially when they reach children during their first four years, help them "perform significantly better in school" and produce "lasting, significant gains".

When Abt Associates conducted a survey of Head Start graduates and their peers in 1978, they found that 95 percent of Head Start graduates' parents endorsed the program as being personally helpful. Ninety-four percent of the parents reported that the program provided welcome opportunities to get together with other parents. Eighty-two percent of the parents surveyed reported going to their child's elementary school to meet with teachers.

A survey conducted by Kirschner Associates, Inc., sampled 48 communities with Head Start programs and identified over 1,496 positive changes in local institutions as a direct or indirect result of Head Start, especially when parents were highly involved in the programs.

Head Start does work. The major question for policymakers who are interested in preschool should be, why is Head Start a successful program? Head Start has demonstrated that several key programmatic features are essential to produce long-lasting effects. When Head Start was launched in 1965, it was a pioneer in a unique approach to helping children, emphasizing strong parent involvement and comprehensive service delivery. The approach was reflected in the program's broad use of objectives. These included working to improve children's health; aiding their emotional, social, and motivational development; improving and expanding their ability to think, reason, and speak clearly; and helping both children and their families to gain greater confidence, self-respect, and dignity. In order to assure that programs reflected the concerns of the families and communities they served, grants were given directly from the federal government to local communities.

Three central characteristics of Head Start ensure that the program is responsive to low-income children, their families, and their communities:

Parent involvement

For many parents, Head Start offers the first chance to influence what happens to their child outside the home. Head Start encourages parents to see themselves as the primary teachers and advocates for their children. Every Head Start program has a policy council, at least 50 percent of whose members are Head Start parents. Through the policy council, parents help decide how Head Start funds are allocated and have a voice in determining who is hired and fired. Parents also volunteer in the classroom.

Community involvement

The diversity of Head Start sponsors-community action agencies, incorporated agencies that serve only Head Start, sororities, school boards, and churches—reflects strong community support. Head Start has used local community resources to bolster its program and has encouraged local institutions to respond more effectively to the needs of low-income children and families.

A comprehensive program

Head Start responds to the needs of the whole child and family. Its four components—social services, health, education, and parent involvement—address family needs ranging from housing and health care to emotional support and family counseling.

There are a number of other factors that help to insure quality including low staff/child ratios, small group size, age-appropriate curriculum (a preschool program for four year olds should not consist of a kindergarten curriculum moved down), age-appropriate staff training, and staff qualifications. Working with young children requires a different set of skills than working with older children. Knowledge about early childhood development must be required for all lead teachers in preprimary programs. A general teaching credential cannot be the sole requirement for teachers of young children. Training is another essential component of good child development programs. There is close correlation between the quality of a program and training of its staff. Finally, policy makers must realize that quality only results from adequate funding. Head Start costs approximately $2,400 per child per year. Programs for three and four year olds are more staff intensive and must be recognized as more costly than those for kindergarten and first grade and not developed based on a kindergarten funding formula. In order to assure that these essentials not be overlooked, experts in early childhood must be involved in the planning process for preschool programs both at the state and local level.

Washington State recently passed preschool legislation acknowledging both the key factors that insure quality as well as need to include the early childhood community. The bill requires that in developing rules for the preschool program that the Department of Community Development must consult with "an Advisory Committee composed of interested parents and representatives from the state board of education, the office of the superintendent of public instruction, the division of children and family services within the department of social and health services, early childhood education and development staff preparation programs, the Head Start programs, school districts, and such other organizations as deemed necessary by the department to assist with the establishment of the preschool program".

The bill stipulates that the department "shall consider such factors as coordination with existing Head Start and other preschool programs, the preparation necessary for instructors, qualifications of instructors, adequate space and equipment, and special transportation needs. The rules shall specifically require the preschool programs to provide for parental involvement at a level not less than that provided under the federal Head Start program criteria".

Some of the programs that are being organized today appear unlikely to be able to replicate the Head Start model. For example, Texas which passed pre-school legislation last summer plans a staff/child ratio of 1:22 for four year olds for a part-day program.

Who is best equipped to operate pre-school programs for three- and four-year-olds? There is no doubt that the schools can play an important role in expanding preschool opportunities. However, communities should also be open to using other local resources that may be able to run new preschool programs. Preschool initiatives should take advantage of the expertise of the early childhood and Head Start community. It is conceivable that the interest in early childhood education could result in expanded Head Start services. For example, an initiative supported by the governor of Maine included a $1.7 million appropriation to expand Head Start. The program currently serves about 14 percent of the eligible children. The new funds will allow every county using a per child cost of $2,500 a year to reach 25 percent of those eligible. Although the concept was part of an education package, the Department of Community Services will distribute the Head Start moneys.

Non-profit child care as well as Head Start programs should have the option of operating programs. Preschool legislation enacted last year in South Carolina allows school districts to contract with outside agencies to provide the programs.

THE IMPACT ON THE EXISTING CHILD CARE COMMUNITY

Currently, many low-income children are in child care settings operated by community based organizations. It is essential to consider the impact of preschool proposals on the existing child care community. Many of the providers themselves are low-income minority women without formal academic credentials who are working successfully with children and families. If schools choose to run a portion of the preschool programs, staff qualifications must allow opportunities for staff with experience in working with young children and competency-based credentials such as the Child Development Associate (CDA). Another central consideration for communities to consider is how a new pre-school program will affect the ability of existing programs to remain open as well as how these initiatives alter the balance of child care supply within a community. If child care programs are expected to fill in the gaps before and after a two and a half hour day for three or four year olds, they may have difficulty remaining viable operating on a seven and one half hour day. If programs currently serving four year olds are to serve a younger population, policy makers must consider transition issues involved in moving the target group down. Toddlers and infants require an even lower staff/child ratio as well as more costly health and safety precautions.

THE NEEDS OF WORKING PARENTS

There is an even broader issue that CDF believes that policy makers must understand as they evaluate recommendations to expand part-day preschool services to low-income children. The reality that the majority of preschool children have mothers in the labor force must be factored into any program decision affecting three or four years olds.

Almost 47 percent of mothers with children under one are in the labor force, a 95 percent increase since 1970.

Fifty-three percent of mothers with children under age two are in the labor force, a 75 percent increase since 1970.

Almost 48 percent of mothers with children under age three are in the labor force.

Over 52 percent of mothers with children under age six are in the labor force.

Over nine million children under age six have mothers in the labor force.

Most employed mothers work full-time—71 percent in March, 1984. Even when their youngest child is under three, about 65 percent of employed mothers are full-time workers.

These numbers are extremely relevant to low-income children. We know that nearly all mothers are working because they need the income and most need assistance to obtain quality child care. In 1983, two-thirds of all women in the labor force were single, widowed, divorced, or had husbands who earned less than $15,000. Fifty-seven percent of employed women earn less than $10,000.

Over 12 million children or one in five live in a single parent family. By 1990 nearly one child in four will live in a single parent household, double the 1970 rate. Half of all black children now live in female headed households. These female heads of households are the principal sources of support for their families. When they work, they need help in meeting their child care costs. In 1983, 55 percent of the children in single headed families were poor. The average single mother with children earned only $8,951 in 1982. She would have had to pay almost one-third of her income (or $3,000) to purchase center-based child care in most communities. This is three times as much as the ten percent of income that is considered reasonable to pay for child care expenses. In Cleveland, 30 percent of the calls received by the Child Care Information and Referral Service in the first half of 1984 were from single mothers. Over 70 percent of these mothers earned less than $10,500 annually.

Black children in female-headed families are the poorest in the nation. Half live in families with incomes below $6,100. Between 1977 and 1982 the median incomes of these children's families dropped 28.3 percent.

Women are also essential providers of family income in households with two wage earners. Among married women who work outside the home, 25 percent have husbands who earn less than $10,000. In 1983 more than 50 percent have husbands who earned less than $20,000 and nearly 80 percent have husbands who earned less than $30,000 per year.

Black children are again even worse off. Regardless of family type, black families earn significantly less than white families. The median family income of black families is less than 60 percent of that of white families. Half of all black families had incomes below $14,500 in 1983.

We know that lack of affordable child care is a major factor in keeping women and children in poverty. A recent Census Bureau survey asked the majority of mothers who are not in the labor force whether they would work if child care were available at a reasonable cost. Forty-five percent of the single mothers in the survey replied affirmatively, as did 36 percent of all mothers (single parents and those in two-parent households) with family incomes under $15,000.

A task force appointed by the Governor surveyed Maine's child care needs. The survey reinforced the importance of child care as a service enabling families to move toward self-sufficiency. "Nearly 20 percent of working parents said they would work more if adequate affordable child care was available. More than 25 percent of the non-working parents said they would work if such care were available. The survey also found that in nearly 25 percent of all households with young children, one or more of the adults was forced to quit work, was unable to take a job, or was unable to continue training or education because of lack of child care."

This lack of child care leaves too many families with no choice but to remain dependent on Aid to Families with Dependent Children (AFDC). Lack of child care may have also contributed to the striking increase in the poverty rate of children under six. These children made up 37.4 percent of the overall increase in poor Americans from 1982 to 1983. Almost half of all black children are poor. For children under six, the poverty rate is over 25 percent—one out of every four young children is poor. Among pre-school children the poverty rate in 1983 in single-headed households was 68 percent.

The lack of direct federal support for child care highlights the importance of looking at preschool for low-income children more broadly. In 1984, 27 states were serving fewer children with child care funded by the Title XX Social Services Block Grant than in 1981.

Louisiana currently has a waiting list of 4,000 families who need help in meeting their child care needs.

New Mexico is serving approximately 3,700 children, but estimates that more than 50,000 children need child care.

Cuyahoga County, Ohio, estimates that an additional $8.2 million would be needed to serve the number of families who need assistance with child care. It currently spends $9.1 million a year for child care assistance.

Georgia's Title XX—funded child care program, which serves approximately 8,200 children, has a waiting list of 5,000 for its funded child care centers. As of 1983, 85,504 of the 163,232 families with children under the age of six living in poverty had working mothers. More than half the counties in the state have no Title XX child care funds.

In Los Angeles County, California, there is no licensed, regulated child care available for approximately 135,000 children under age five who need child care. Estimates show that more than 300,000 children ages five to fourteen with employed parent(s) need after-school care.

Recent data from Massachusetts' resource and referral programs suggest that only about one-third of the state's families needing day care are able to find child care that meets their needs at a price they can afford.

A two and a half hour day presents a new set of scheduling problems as well as confusion for young children whose mothers are working outside the home. There is growing concern that multiple caregivers during a single day may not be an optimal situation for these youngsters. In addition, if preschool is offered in a community, it could actually foster even more of a dual system if services are not accessible to low-income working parents.

South Carolina's law gives some recognition to the inadequancy of a short day by stipulating that programs must be at least one half day, a policy which leaves open the possibility that schools and communities will eventually provide extended coverage for working parents. It also makes it easier for parents to make arrangements for the second half of the day by modifying transportation policies so that school buses can leave children at child care programs, family day care homes or with relatives.

Even this approach does not provide realistic alternatives for working parents. Legislation currently before by the Massachusetts legislature is an interesting model because it would provide the Department of Education funding for a variety of options depending on a community's child care needs including: "(1) pre-kindergarten programs for three and four year old children; (2) enhanced kindergarten and transitional first grade classes; and (3) programs which seek to develop creative approaches to combining early childhood education and day care. Such combined programs may include but are not limited to: extended day programs; day care programs in schools; day care programs in settings other than school; employer sponsored day care and others". Funds are targeted to low-income children.

The Massachusetts' bill includes other essential components It allows schools to contract with public and private agencies to provide the services, establishes an advisory council similar to the model we have discussed, and requires that standards developed meet or exceed the existing Office for Children Standards for three and four year old children.

The Child Care Opportunities for Families Act of 1985 soon to be introduced by Representative George Miller (D-CA), Chairman of the Select Committee on Children, Youth, and Families, includes a provision which offers a similar approach. This provision would provide funding to schools to operate or contract with community child care programs to provide child care for four and five year olds that meet the needs of working parents. Funding would not be available for a part-day program unless it was used to extend an existing part-day program (such as a two and a half or three hour kindergarten) to a full working day. Local advisory groups composed of parents, as well as education groups and representatives from the early childhood community would be involved in developing the program which would have to meet the same standards as child care funded by the Title XX Social Services Block Grant or state licensing standards. Parent involvement, age appropriate curriculum, and staff with experience in working with young children would also be mandated.

EXPANDING AND IMPROVING KINDERGARTEN

If schools are going to consider serving younger children, it is vital that the realities of today's families' schedules are considered. Other options that allow schools to meet the needs of young children and their families they currently serve should be closely examined. Most public school kindergarten programs meet only half days. This policy means that young children are shifted between two or three caregivers in a single day. Continuity of care which is very important to young children and stability could be increased with a longer kindergarten day in which children learn through play.

The definition of a full-day kindergarten must also be reconsidered. When New York City implemented an all-day kindergarten program, many automatically assumed all day was from 8 a.m. to 6 p.m. Instead, the children's school day ended at 3 p.m. Does a 3 o'clock closing for kindergarten encourage more working parents to leave their five year olds home alone or with older siblings for the remainder of the day?

An all-day kindergarten operated by the schools, and a before-and after-school program to supplement it, possibly operated by community child care organizations, is a logical extension of the schools' involvement with younger children.

In addition, there is room for improvement in many kindergarten programs. Policy makers who are examining the needs of four year olds and how they might be served by the public schools should also evaluate programs serving five years olds and develop strategies for an improved kindergarten.

A preschool program can have long-lasting effects on young children if it is fashioned to take into account, the quality of the program, the schedules of working parents, the need for continuity of care for children, and the ramifications of the proposal for the existing child care community. It is vital to narrow that gap between families who can afford preschool and those that are too poor and must forego the experience for their youngsters. It is equally important that programs are designed and funded so that their goals can be accomplished. At the federal level, we must continue to press for additional dollars for Head Start since it now serves less than one in twenty eligible children as well as strive to maintain the investment necessary to insure that Head Start remains a high quality program. The Title XX Social Services Block Grant which was cut 21 percent in 1981 also must be expanded to help communities meet both the preschool and child care needs of families.

New federal and state initiatives which would provide additional help to families in meeing their child care needs as well as support to improve the quality of child care are also necessary if we are to insure that young children whose parents are strugging to be self-sufficient receive the support they need in key developmental years to become productive adults.

Mr. **Kildee**. Thank you very much. Both of you have stressed the need for quality of programs and the need for fiscal support for those programs. You also mentioned the 21-percent cut in the social services block grant, which I vigorously opposed when it was brought before the Congress.

What really bothers me—this is a little editorializing here—is that Cap Weinberger gets and has gotten his extra money for defense, just about doubling the defense budget, not by increased revenues, but by taking from social service block grants and from freezing Head Start. That's how they finance the arms race, by taking from programs that touch the lives of people very very importantly in this country, the most vulnerable in our society. That's what really bothers me about the set of priorities that we find in our funding here in the Congress of the United States.

I appreciate your emphasis of quality of programs and a need to fund those programs. Most Federal funding for preschool is for services for disadvantaged children. Should preschool ideally be available to all children regardless of income level, and if so, what should the Federal role be in providing greater opportunity for the whole cross-section of society? Anyone care to comment on that?

Mr. **Schweinhart**. I could say a few things. It seems that most of the research that has been done has focused on disadvantaged children. In fact, if we look at the public expenditures that are expended on different sectors—the population, most of the public funding does go to disadvantaged people at some point in their lives.

As a result, as far as cost/benefit analysis goes, it is going to support the bottom end of the income spectrum. So from that prospective, that would be where the public dollars ought to be spent first. To the extent that dollars were available more widely, it is certainly the case that preschool education and child care are seen as consumer goods, and in fact to the extent that people have the dollars to spend on those programs, they are spending them on those programs right now.

There have been some research studies on middle income or more highly educated parents or children of those parents, and those studies have found there has been some improvement in their scholastic abilities—the children's scholastic abilities because of the programs, but not as much as at the bottom end. So again, I think the clearest message is that if the money is there to have universal opportunity—I don't think it would ever be appropriate in this country to have compulsory attendance, but at least universal opportunity for those programs would probably be widely supported among certainly people with children. But to the extent that funds are limited because of constraints on government, their clear first target should be disadvantaged populations.

Ms. **Blank**. I would agree. I think that we have a lot of room to expand Head Start since it reaches so few of those eligible children. And while universal preschool would be important, and we know that it is valuable to all children, we see in those statistics that we have more upper and middle income children and families taking advantage.

I think that we need to think about families who are just coming out of poverty and recognize that poverty level is only $10,700 for a family of four. In a State like Iowa, you get no title XX assistance once you reach $11,000, and we wish there were more dollars to expand Head Start eligiblity to those families and to have more title XX money, because we see families who are struggling so hard to be self-sufficient lose support before they are really on their feet.

We see mothers in community after community lose their child care support when they get a dollar a day raise. You get a $5 a week wage and there is on sliding scale, and all of a sudden you are paying $50 a week for child care. And what do you do with that struggling working mother who society says is not well off, but not poverty level? You end up moving your child off into a less supportive child care arrangement.

So we can look at who is poor and who needs preschool in a lot of ways. And I would hope—I agree with you, Mr. Kildee, that we need to reorder our priorities; that if we could reorder our priorities and some of our resources, we'd begin to look more closely at that notch, and we help families struggling so hard to stay above water with things like preschool and health care.

Mr. **Kildee**. As a corollary to that, our former colleague, Mayor Koch of New York, has suggested that public education in New York City provide education for all 4-year-olds. The New York

Times editorial on this stated that what they have to ask is whether the city can afford to have a dual system. Early childhood education for those either who can afford it, or the 1 out of 5 who might qualify for Head Start, and those who aren't involved in it.

Would you care to comment on Mayor Koch's statement, maybe in conjunction with what you said about compulsory attendance at that age level.

Mr. SCHWEINHART. Again, as long as—the compulsory schooling laws in this country were originally set up for children, and I think there should remain to be laws for children, not for parents. And to the extent that parents have different feelings about how to provide early education to their children, they should be perfectly free to do so, it seems to me.

As far as Mayor Koch's proposal, I think you zeroed in very appropriately on the problem, and that is we do, indeed, have dangers of having the two-tiered or a multiple-tiered delivery system in this country for early childhood programs. And it is a serious concern. As soon as children reach school age, we become very concerned with those kinds of issues, but in fact in their more formative years, right now we have de facto policies of almost absolute socioeconomic segregation.

Again, if we follow the path of where the public dollars are going now, it seems to me perhaps the ideal solution to that is to focus on subsidization that is targeted on poor children, and then to focus on the quality of delivery systems across the board, which is essentially the title XX, the social services block grant model. In other words, the subsidies go to poor or low-income people and then they are provided to systems which are in common across the board.

You are going to have a situation, if it develops that way, that is similar to public and private education in this country today, I suppose, but nonetheless, public education has, indeed, been the great level of our society. And even though there may be 10 or 12 percent of the population that use private schools, the vast majority of people do partake in a common educational system.

Ms. BLANK. It is a hard question. We wish—before I talk to the universality issue that Mr. Koch would consider some of the issues that we raised, which is not just to allow the schools to serve 4-year-olds, but to allow programs like Head Start and child care programs to have the opportunity to serve 4-year-olds. And we also wish that he would look more closely at what will happen to those 4-year-olds if their parents are working if he is talking about even a day that ended at 3 o'clock.

We know there are many New York City children home alone after school. And in New York City, it is particularly troublesome because they are afraid to go outside their apartment. So we wish that he would be looking a little more broadly, both at the delivery system issues and the length of time issues. If there were unlimited money, universal preschool would mean that we would be taking the public school concept and extending it down. And obviously that is ideal.

If there is not unlimited money, we would like to see those dollars targeted. If we look at school lunch, we see a program that has already worked because it offers a subsidy both to high-income families, middle-income families, and lower income families. And it would be, if we eventually had the dollars, ideal to see us offer that same kind of support through preschool.

Mr. **Kildee**. Just one final question in conjunction with that. Some groups oppose an extension of preschool programs, particularly when the public school system is involved. They say that that will weaken the family. I receive letters like this that we are going to weaken the family if we take that child and put it in a preschool setting. I believe I know the answer to it, but I would like to have some response from both of you.

Ms. **Blank**. First of all, as Larry mentions, we are not talking about a compulsory preschool program. And families that choose not to send their children, do not have to send their children. I think if we look at Head Start, we look at those families who are involved in Head Start, we see that a comprehensive preschool program can do more than almost anything else to strengthen a family.

And a preschool program like Head Start can reach out and touch and not just improve the futures of children, but take parents who have had nothing at all to look forward to and give them something. Twenty-nine percent of Head Start staff are parents of current or former students. Many of those parents were AFDC recipients with a very bleak future ahead of them. And it was preschool that strengthened their family.

Mr. **Kildee**. Dr. Schweinhart, do you care to comment on that?

Mr. **Schweinhart**. Yes. I think the concern of people is that sometimes educators can be a little bit more arrogant than they need to be. And that is concern that we should all share. And I think to the extent that programs can be provided properly, they should present no threat to families whatsoever. That means, as I said before, that parents are involved and working in partnership with teachers.

To the extent that such programs can be provided, I think we could all support those programs. The question is what kind of a move do you make when you see a problem? Do you say we will eliminate the problem by eliminating the service, or do you say we will work with the service to try to eliminate the problem within the service? And it seems to me that without intending to make a bad pun, folks that are concerned about the issue, the way they are describing it, are trying to throw the baby out with bath water.

We are in fact providing a demonstrably good service with high quality preschool programs, and it is important to have parents be a part of that, not be alienated from that.

Mr. **Kildee**. Thank you very much.

Mr. Tauke, I appreciate your patience.

Mr. **Tauke**. Thank you, Mr. Chairman.

Dr. Schweinhart, are you familiar with a study that was recently done in Montgomery County, MD, of the preschool programs? I think it was just completed this month.

Mr. **Schweinhart**. No.

Mr. **Tauke**. There is an article in the New York Times of the 11th of June which talks about the findings of this study. I think that article indicates it is a different kind of study from what normally has been done on preschool programs. Most of the studies compare students who have benefited from preschool programs versus those who are of a similar socioeconomic background who have not had the benefits of preschool. And they demonstrate, as you indicated, a great improvement in achievement levels of those who are in preschool.

This, however, analyzes the question: Does Head Start or do other programs close the gap between the advantaged student and the disadvantaged student? And apparently the conclusion is that the gap isn't being closed, at least in Montgomery County, MD. You do have an improvement in the achievement level in relationship to others who are of similar background who do not participate in the programs, but you don't close the gap with the disadvantaged students.

The suggestion of the study, if I read it correctly, is that there is improper coordination, as you were suggesting, between preschool programs and programs that are of the school years, if you will, that affects children after preschool, and that there isn't much transition to help students.

Do you think that this study reflects, perhaps, what is happening across the country? Do you think that we are closing the gap, if you will, between the disadvantaged and the advantaged students?

Mr. SCHWEINHART. I think the question is one of degree, and I think we could take the same study and place the results almost entirely on top of the Perry Preschool study, and we would have the same results. In other words, if we had a middle-class control group, we would have the same kinds of findings.

It is largely a language problem and perhaps a conceptual problem in perceiving the magnitude of poverty over a lifetime and the strong impact that can have on a person's scholastic failure and subsequent success or failure in life. We can't close the gap completely, but we can begin to close the gap.

We can't eliminate crime, but we get a 20-percent reduction. We can't eliminate unemployment, but we can get a reduction. We can't eliminate high school dropout, but we can get a reduction. The point is that we have a partial solution, a demonstrable of demonstrable value, and that is all that we have tried to claim. Every once in a while the claims might get carried away, but basically that's all we have ever claimed is that this program helps, preschool programs help.

Mr. TAUKE. And this study underscores that, but I think that the point seems to be that the preschool programs are kind of off here on their own, and aren't tied in well or there is no follow through, if you will, for many of these students, as they enter the kindergarten and first, second, third grade. And they believe, or at least the implication is that that is the reason why the gap between the advantaged and the disadvantaged remains.

Mr. SCHWEINHART. It is a complex problem, and I think that you are talking about an area where folks have tried to focus on finding some solutions. There have been a number of studies over time, beginning with Project Follow-Through and the Department of Education, project developmental continuity within Head Start, and a number of other attempts to try to focus on dealing with that.

Frankly, focusing on some of the valuable curriculum aspects of Head Start and early childhood programs and get them to be implemented more widely.

Mr. TAUKE. Is there any indication that any of those programs have been successful or not been successful?

Mr. SCHWEINHART. Well, there is some indication—let's take title I, which was mentioned a while ago; that if you will look at the achievement levels of youngsters over the past number of years as title I funds were put into place, the achievement scores went up. My guess is that, in fact, focus on kindergarten, first, second, third grades is a well-placed focus, even at the policy level of how to appropriate funds.

Getting a good solid start seems to pay off all the way through schooling because if once a child gets started on a scholastic failure track, that track is pretty well set in. But we are dealing with partial solutions all the time. That is the best we can hope for here, I think.

Mr. TAUKE. Ms. Blank, do you have any observations?

Ms. BLANK. I agree with everything Mr. Schweinhart said. I think that title I has shown some success. But we are dealing with partial solutions. I once heard someone that was responsible for the Head Start Program at a Head Start conference promised that in 50 years if we stayed with Head Start we would have a black President, no more child abuse, no more adolescent pregnancy, Head Start. Preschool is a very important component of moving children out of poverty, but it is not enough if you have an unemployed father, and you don't have enough to eat and you can't see a doctor and your housing is terrible and that persists throughout your whole school career, we can't look simplistically at the issue.

That doesn't denegrate the importance of preschool, but we can't look at that as the sole avenue out of poverty.

Mr. TAUKE. If this were an ideal world, of course, we would try to provide services for all of those who are needing of service are under 5 or after 5—all children, we will say. But we don't have the resources to do that and so consequently we have to make priority judgments.

In your judgment, should we be doing more for a selected group of preschool students, or do we try to spread out the resources as much as possible to do something for as many as we can?

Ms. BLANK. I think we should not take Head Start and—I think that is very dangerous that what Head Start and Perry Preschool have shown us is that quality is important, and it is quality that insures some success albeit relative to a lot of other factors.

I think we have something that works in a program like Head Start, and we ought to keep making that investment. We are actually concerned that there has been dilution in that investment through a new bidding process that the Department instituted. We have seen the cost per child lowered some. We have also seen, as we have looked at programs because of this new process, some of that comprehensiveness threatened because the support staff that deals with social services and nutrition and health has had to take care of more children.

I wouldn't recommend diluting that. Again, of course, CDF believes that you don't have to make those kinds of choices, and we point out in our annual analysis of the budget and our children survival bill that we think there are places that you can find the money to make the investment so you can serve more children. And we are concerned about that group of children that falls above what we can poverty, but I don't think we ought to dilute what we provide through programs like Head Start now.

Mr. **Schweinhart**. I think I would certainly agree that Head Start quality must be maintained if the program is to have any meaning. The question is what type of a rationale do you use for not serving three out of four or four out of five children who are eligible. I think the rationale is that Head Start can be seen as a demonstration program; that is, it is a program whose quality must be maintained because other agencies within the community look to it for providing examples of how quality programs ought to be run.

If you look at it from that prospective, then Head Start can be not simply a source of Federal funds, but also a sort of rallying point for community support as well and theoretically could foster support on that basis. I think we can look to the examples and, as Helen mentioned a while ago, Maine, where State governments have augmented Federal support well beyond what they had to do because they believed in the Head Start Program.

We can look to other levels of government. We can look to other community agencies to augment the funds, but we do have to maintain the quality of programs and essentially the per child level of funding needs to be maintained.

Mr. **Tauke**. How do we encourage State and local governments to do more.

Mr. **Schweinhart**. I think one thing we can do is just allow them to do it, because they are doing it right now. There are numerous examples of that. I think a couple of them—South Carolina, Detroit are represented here today. One of things that we can do nationally is to try to draw some national attention to those State efforts. I suggested before the convening of a conference or networking these folks together so that the State governments that are doing something can demonstrate what they are doing to other State governments that are not doing anything right now.

The same goes for the local level. The American Association of School Administrators is going to be focusing a substantial amount of their legislative conference in, I believe, September on early childhood programs. There is lots and lots of grassroots support out there, and I think as far as the Federal role toward that, simply to recognize it and maintain it, and to the extent that it is possible, to enhance it even more through incentive grants of one sort or another. All of those would be appropriate responses.

Ms. **Blank**. I would agree, and I would suggest again looking at that preschool piece of the Miller bill because it would, by providing Federal incentive money, encourage States to look not just a preschool, but to look more broadly at the child care needs of working parents, because we have States that are very forward thinking like South Carolina who are leaders. Washington State passed a bill that allows Head Start Programs to operate preschool, but they haven't put any funds in it.

But we have so many States that are so far behind that need a little bit of Federal incentive money to get going that I think just talking and just pulling together is not enough.

Mr. **Tauke**. Thank you very much. Thank you, Mr. Chairman.

Mr. **Kildee**. Thank you, Mr. Tauke.

It just occurred to me we spent, I think, $1.075 billion for Head Start, and one out five eligible for that program will be served. Mr. Weinberger, right after the Senate passed their budget resolution, disclosed that he squirreled away $4 billion, almost in effect had in a drawer over there $4 billion.

If we had that $4 billion we could really take care of all those who could qualify, couldn't we?

Ms. **Blank**. We certainly could.

Mr. **Kildee**. We should look for a transfer resolution maybe.

Mr. **Tauke**. Mr. Chairman?

Mr. **Kildee**. Yes?

Mr. **Tauke**. That raises another question. In your testimony, Dr. Schweinhart, if I understood you correctly, you said that $2.5 billion would be needed in order to provide services for all who are eligible.

Mr. **Schweinhart**. All 4-year-olds is what I said.

Mr. **Tauke**. All 4-year-olds.

Mr. **Schweinhart**. Yes.

Mr. **Tauke**. How did you reach that figure?

Mr. **Schweinhart**. Well, I basically took the number of poor 4-year-olds according to the current population survey and that number was 730,000. Or you can double it if you want to look at 3- and 4-year-olds. And I took the figure of $3,500 per child, which is a little bit more than current Head Start figures, but within feasible reach, I believe, and simply multiply them together.

Mr. **Tauke**. What percentage of the 4-year-olds that are below the poverty level are being served now?

Mr. **Schweinhart**. I don't have the exact number. My recollection is it is something like two out of five.

Mr. **Tauke**. Two out of five.

Mr. **Schweinhart**. But I am not positive of that number.

Mr. **Tauke**. Would we be better off focusing all of our attention on the 4-year-old population?

Ms. **Blank**. Sir, it is mostly focused on the 4-year-olds. Seventy percent of the Head Start serves 4-year-olds, so we are really doing that now.

Mr. **Schweinhart**. That's true as far as the majority of services. I have always had a little difficulty in understanding why we would want to some children for 2 years and not serve other children at all.

Mr. **Tauke**. So you suggest we focus on——

Mr. **Schweinhart**. From the viewpoint of coverage of service, that would seem to be one of the most reasonable things to do.

Mr. **Tauke**. With respect to my earlier question, should we spread out a little more or concentrate our resources?

Ms. **Blank**. One of the things that I wouldn't like to see Head Start do in it was an issue in the legislation last time when it was reauthorized is deny communities the option of serving children 2 years. Most Head Start children only receive a year's service, but there are those children whose families are so troubled that they won't take away anything from the experience if they don't have that second year. And you would really defeat the purpose of Head Start if you didn't allow communities to exercise their judgment and their own wisdom when there were children who just needed that second year in order to take away any benefit at all.

So we wouldn't want to see it made that narrow so they couldn't have that option. It is generally not taken, but you want to leave it open.

Mr. KILDEE. Mr. Perkins.

Mr. PERKINS. I believe I will pass, Mr. Chairman.

Mr. KILDEE. OK, thank you, Mr. Perkins.

Mr. Goodling.

Mr. GOODLING. Thank you, Mr. Chairman.

I notice that in the testimony with Dr. Schweinhart and with Ms. Blank, Dr. Schweinhart—he was enthused about Head Start, if I gauged what he was saying correctly, but he realizes there are shortcomings and some problems. And I got the impression from Ms. Blank that she was wholeheartedly enthusiastic about Head Start, and maybe it was doing perhaps more than the doctor thought it was doing.

But nevertheless, you are correct, Mr. Tauke, when you say part of that gap is a problem in relating the Head Start Program with what the youngsters are going to followup with when they come into a public school setting. In fact, Head Start got off to a horrendous start—instead of a head start, a back start, I guess. Because it seemed that either we in the Congress, before my time, or those people downtown who wrote the regulations, were trying to say that we don't want any connection whatsoever with what is going on in education in the public schools or the private schools.

No matter what we do in Head Start we are still going to miss the boat. Because when you talk about parent participation, parent participation in any program we have ever written means a couple of things. It means the parent is involved in decisionmaking. It means the parent is involved in discussions on what it is you are going to do in the programs. It has nothing to do with the fact that a large percentage of those parents have a literacy problem. It has nothing to do with the fact that a large percentage of those parents have no idea what to do at home in relationship to reading readiness, formal school education readiness. And so we just miss the boat completely.

It is the parents who have the children a darn sight longer than we in the education field. If we don't do something to help parents really participate, to become more literate and much more knowledgeable in what it is you do to help with readiness at home then we will keep missing the boat.

We are just going to keep saying that we are attacking the problem—and we are making some progress, but only about a third as much as we could make if we really got to the problem. And that is getting parent participation not just in decisionmaking, and not just in sitting there discussing what it is we are going to do in the programs, and being able to vote on issues, but actually learning what it is they have to do in order to help their children become ready for reading, ready for a formal education program.

The idea of how low should you go to get a youngster going to school, there are many homes where I would recommend to keep them home until they are 8. The setting is ideal right where they are for a readiness program. And there are others who we should have at age 6 months in all probability if we are really going to make a difference.

But in your experience, both of you, in relationship to Head Start, what is it we are doing in Head Start to really help those parents with their literacy problem? Secondly, with what is it you do to help with the whole readiness idea as far as reading and formal education is concerned.

Mr. SCHWEINHART. I would like to speak to that. I think you are absolutely right that parents are key, but without going on record as being against literacy, I don't think that literacy is the problem. In the Perry Preschool Project we did not focus on literacy, in fact I am absolutely certain that we had a proportion of illiteracy. We had a ninth grade level of education among the parents.

I think the real heart of the matter here is what is it that is being communicated or taught to, let's say, 4-year-olds that makes the crucial difference? Or another way to put it is what are the real basic skills that are being transmitted? Now reading is obviously a tremendous importance in life, but it is not terribly important for 4-year-olds if they have certain more basic skills. They can acquire reading as they go to first and second grade.

Mr. GOODLING. Well, I hope you weren't interpreting that I was suggesting that we teach reading in third and fourth grade—3-year-olds or 4-year-olds and even 5-year-olds.

Mr. SCHWEINHART. OK, but the point is——

Mr. GOODLING. Reading readiness.

Mr. SCHWEINHART. And that is an important distinction to make, but I guess the point that I want to make is that the question is what exactly is it that we are communicating through early childhood and parent education programs. And I would like to suggest that there are two kinds of things, very simple kinds of things that are absolutely essential to success in kindergarten and first grade.

The first is the ability to relate to adults other than parents. If you can't do that as a child, if you can't relate to adults who are making strange demands of you, you are not going to be able to do it in kindergarten and first grade. And second, very closely related to that, is the ability to follow through on those kinds of tasks. I don't mean narrowly academic tasks, but just simply that an adult other than your parent asks you to do something that is generally involving using your mind in some way, and you respond to that request.

I think those are real basic kinds of things that probably come across and lead to these kinds of long-term gains.

Mr. GOODLING. The beauty of the program I was discussing was it began in the home. If you bring that 3-year-old or 4-year-old, he may not speak to that adult in the formal setting for 6 weeks. But if you can start out where you are relating with the child and the parent both at home, then they are ready to make that transition.

Mr. SCHWEINHART. Sure. It is important to finally get to—I think at some point at some extent, to get the child into the group process, not necessarily from the very beginning, as you say, but that is the goal.

Ms. BLANK. I think we need to look closer at Home Start which does work with children and families at home. It was designed to reach more isolated families. But I think it probably does some of what you are getting at. And I think that if we look at the best Head Start Programs—they are the best, and then there are some that could be better. We do recognize that, and we work toward that—that we see Head Start Programs working with parents. And working with parents, we see many adult literacy programs in Head Start Programs.

I think that Head Start Programs do recognize the importance also of helping parents be the best teachers for their own children. And it may be that it would be real helpful if you could talk to some of the Head Start folk here, and we could talk about how to expand and support that part of the Head Start Program, because that has always been an important component of Head Start, helping parents become teachers of their own children.

Mr. GOODLING. The most hopeful part I see in Head Start is, as a matter of fact, those aides who are parents, because as a matter of fact, they are learning if there is a master educator or early childhood educator in the classroom. They are learning on the job what it is they should be doing at home.

But unfortunately, that is only a few of the parents that are involved in that manner. But they are going to be very successful with their future children because they are getting the kind of training they need to help those youngsters at home in preschool readiness. But it is only a few parents that are involved when you look at the number of children.

That's the problem as I see it. Thank you, Mr. Chairman.

Mr. KILDEE. Thank you, Mr. Goodling.

Just one clarification for the record, what percentage of eligible students now are being served in Head Start? I have heard one out of four, one out of five, two out of five. From your perspective, what is the percentage?

Ms. BLANK. I think it is now approximately 16 percent.

Mr. KILDEE. Sixteen.

Ms. BLANK. Sixteen percent of eligible students.

Mr. SCHWEINHART. I come up with numbers a little bit higher, but I think the main point is that it is much lower than it needs to be. What I did was calculate the numbers of children in Head Start and look at the numbers of poor children.

Mr. KILDEE. The reason I asked for those figures was not so much for the authorizing committee, which we are, but those figures would be very important when we communicate with the Appropriations Committee. Maybe not this year—I'll try it this year, but I think as hard a figure we can get is very helpful in dealing with the Appropriations Committee.

I thank both of you for your testimony. It has been very helpful. I think we have created a very good record. Hopefully the Congress will learn from this record, both the authorizing committee and the Appropriations Committee, and if we can, make some advances. Thank you very much.

Ms. BLANK. Thank you.

Mr. SCHWEINHART. Thank you.

Mr. KILDEE. Our next panel will consist of a Ms. Hannah Meadors, Early Childhood/Elementary Programs and Policy Advisory, Division of Education, Office of the Governor, Columbia, SC; and a long-time friend of mine, Mr. Herschel W. Fort, assistant superintendent, Detroit Public Schools, Detroit, MI; and Mr. Claude Patterson, Head Start Director, West Central Missouri Rural Development Corp., Appleton City, MO. Would they come forward please? Ms. Meadors, I believe you are first on order of announcement.

STATEMENT OF HANNAH MEADORS, EARLY CHILDHOOD/ELEMENTARY PROGRAMS AND POLICY ADVISOR, DIVISION OF EDUCATION, OFFICE OF THE GOVERNOR, COLUMBIA, SC; HERSCHEL W. FORT, ASSISTANT SUPERINTENDENT, DETROIT PUBLIC SCHOOLS, DETROIT, MI; AND CLAUDE PATTERSON, HEAD START DIRECTOR, WEST CENTRAL MISSOURI RURAL DEVELOPMENT CORP., APPLETON CITY, MO

Ms. MEADORS. Thank you, Mr. Kildee.

I am delighted to be here. I am delighted to have a chance to speak to you from South Carolina on behalf of our Governor and on behalf of Dr. Peterson, but mostly in behalf of children; children of all ages, but I would like to focus mostly on those children 0 to 6 and as we have seen it from the perspective in South Carolina.

I hope you will catch a little bit of my enthusiasm, and if I speak longer than you had intended for me to, it is because we are very excited about what is going on in South Carolina. I would like to address this in this manner. First of all, I would like to bring to an understanding of why we are where we are and how we got there. So that will be a little bit of background information.

And second of all, I want to tell you about a State structure. All of this will be in the information, the handout, which you have, but it is a State structure that enabled the passage of EIA, the early childhood portion of that. And I would like to tell you a little bit about the EIA, the Education Improvement Act of South Carolina, which was passed in 1984 as it relates to early childhood and what impact it has on South Carolina and other programs. And then I will touch on just what we see in the future as a result of these programs and others in the State.

If you were looking at South Carolina and picked up some of the statements describing our State, I'm not sure you would see us a friend of children. When you see that we are 50th in per capita income, and that 17 percent of our parents are below poverty level, and when you see that we are 50th in the SAT scores, and the story goes on and on and on. We don't like what is there, but sometimes it helps to see ourselves as others see us.

And we saw ourselves on the bottom and made the conscious effort to start the long and tedious path forward. We did this in a number of ways. First of all, we decided what had to be done in order to get where we needed to be. And in order to do that, we had to take an assessment. We had many problems; the problems of poverty. You know what the cycle of poverty is. You heard Dr. Schweinhart's testimony about the benefits of high quality preschool programs.

What we had in South Carolina was a high crime rate, high drop out rate, high teenage pregnancy rate, low birth rate children, lots of children with birth defects. You know the cycle of poverty, and how do you help break that cycle? We made the decision to attack it at all levels, but primarily to attack at its beginning. And that was to deal with those people that it could make the most difference with.

And so we started with parents, parents of preschool children and parents who were about to have children. Beginning with that, we decided what kind of programs could we have that would impact these families? We had Head Start programs which conceptually is probably the soundest program for families and for children that we have in existence today. It is comprehensive in nature, and given South Carolina's problems that is the kind of program we needed. We had that as a model, and then in 1969, 1968, we instituted in the public school system itself, a pilot project for half-day programs for 5-year-olds.

This was then soon added on to by the 3- and 4-year-old programs in the public schools with matching funds from the Appalachian Regional Council. So at that point, we had Head Start programs which were federally funded. We had State programs for half-day, 5-year-olds, which were State funded and then we had the ARC shared funding for the child development programs for 3-, 4-, and 5-year-olds, which were full day. And then as Mr. Goodling, there was such a need for getting into the home, home-based parent education programs were established, and these were for our 3-year-olds, targeting those families that were hard to reach, and there was no other way to get to them. And they literally went into the homes, and these were operated within the public school system.

I might also mention that coupled with this very often we found our parents involved in literacy programs because they could not read to their children, and they wanted to. They could not follow the simple instructions. And this led to a cooperative agreement with our literacy program in South Carolina. I give you that just to give you the background of the State supported programs.

We now have kindergarten for all 5-year-olds, and with the passage of the EIA we are looking at half-day programs for 4-year-olds. The bulk of our children are still served by the private sector. We have many diverse programs. What is an early childhood program? What is a good early child care program? In South Carolina, we define it as being anything from a family or a guardian that provides appropriate child development needs and stimulations for that child to day care group homes. It can be anything that provides—and let me insert this word "quality," quality care for children on a developmental basis.

So in South Carolina we still, given all of those preparations and making what we thought was a good start, realized that when we began to look at the Education Improvement Act package, that we still had 10,000 children that were deemed high risk that were not being served by anybody at all, not Head Start, not any private for profit or private nonprofit. We had 10,000 children that needed to be served.

We began to look about for ways that we could sell this to the legislature, and unless you can prove that it pays off in terms of dollars and cents, and it is a wise investment, then you can't sell our legislature anything. So we looked about to see what we could find that would make sense to them. We did our needs assessment. We decided we needed to put it in terms of test scores. How could we prove that these children who had been in these programs were doing better?

According to our readiness programs and testing we know that our preschool programs are working. And let me tell you how. We found that 1 out of every 10 children, only 1 out of 10 who have had preschool experience have to repeat first grade, whereas 1 out of 3 who have no preschool education or preschool programs have to repeat the first grade. We thought that was a dramatic difference. The readiness test given at the beginning of first grade, showed significant increases in the areas of math and reading.

While this leveled out a little at the third and fourth grades, there were surrounding issues that the teachers began to observe, and that was the ability to relate to peers and to adults, to be socially more adjusted. These are the unmeasurables that we so often don't get in early childhood education programs.

We needed something that was sound, and so we looked about as we got ready to push through the Education Improvement Act, we realized we need an education process, and we needed to find some research data that we could stand on and that would have meaning to our legislature, as well as to our people.

So we examined many and settled upon High Scope Educational Research Foundation. They came in South Carolina and provided for us an evaluation of our preschool programs. I think each one of you has a copy of this evaluation.

It is very comprehensive in nature and it does point out those things that helped us sell our program. In addition, we entered into a contract with High Scope Educational Research Foundation to do an awareness program of the benefits of quality preschool programs. It was called "The Voices for Children."

We went across our State and secured some 3,000 speakers who would speak in behalf of early childhood. These were grassroots people, grassroots people who vote for the legislators.

And then we went to all of the major legislature committees that dealt with children and we presented these programs to them. To make a long story short, we convinced the legislature that should be a part of the total education reform bill and in June 1984, the education reform was passed and there were three major events that will impact education from here on out in South Carolina.

No. 1 is the compulsory education for all 5-year-olds. Now, as was mentioned before, one of the hardest fights on the floor was a parents group who felt that parents should not have to send their children before first grade, even up into the second and third grade.

But, primarily, there was a big battle between this, and we did go through the art of responsible compromise. We did put in a proviso that said those parents who could prove that they could provide adequate and equal quality child development instruction or program for their children could sign a waiver.

But they must understand they had to be responsible for that child and for his progress. Should he enter school and not be where he needed to be, then he would enter at the level of kindergarten. That was a major move for South Carolina.

The second was that a voluntary half-day program for 4-year-olds would be begun; money to be funneled through the State department of education. A half-day program for 4-year-olds would be mandatory only for those parents who chose to put their children or to allow their children to be in this program.

They were children to be deemed as high risk; children in danger of readiness deficiencies. And they are chosen in various and sundry ways, and I will explain this later if you are interested in this part of it.

Those are the two parts. The third part of this, there was by this time a strong State structure for early childhood, which was started by Governor Riley and was pushed through for the benefit of interagency cooperation.

A long time back we in South Carolina realized that we would not be able to have any one division of children's services that would meet all the needs of our children and families in South Carolina; not even one agency could meet all of the needs.

Therefore, we would have to take a different tack. We would have to rely totally on interagency cooperation. We in South Carolina have something that I think is unique to the Nation.

We have set in place—and you have an outline of this in the hearing testimony, also—a State-level structure, an interagency coordinating council chaired by the Governor and with equal votes by the heads of major agencies that deal with programs and services for children with one lay person on it, each having equal votes.

There was an advisory council to that structure at the State level which was the top staff person, but broadened into areas that would represent grassroots people and programs and services in the public and private sector.

We realize the gap in that chain was getting the programs from the State level to the local level, and so local advisory committees could be county, could be bicounty; it could be a region.

But local advisory committees were established to complete the cycle of information and needs assessment for our State. This committee helped refine the portion of the Education Improvement Act related to early childhood education.

It also provided the wording that was a protection to those existing child development services in our State, which were the Head Start, the church programs, the private for profit, the private nonprofit, the great diversified offerings of South Carolina for our children.

In law, are these structures so that any big decision that is made about early childhood must go through these structures? If funding from the State department of education is approved by this for the 4-year-old programs, and by virture of the structure, so are those programs for health and mental health, mental retardation. They all come up for review in this interagency advisory committee.

Because of this structure and because of our bold step with the Education Improvement Act, we feel somewhat frightened at the possibilities and the exciting things that we see happening. I want to tell you. We have something in South Carolina we never had before. I will show you this, and if you choose to look at it, this is a listing of every known facility and every slot in every county of South Carolina.

It is available for planning or joint planning of Head Start in placement of facilities and services for the private nonprofit, the private profit, the whole comprehensive picture for early childhood. This is a document that will be used in the State plan as we plan and share planning for all preschool programs and services.

It will be in our new State plan and in order to upgrade—we are not trying to set one program as better than another. That is not the issue. We have a lot to learn from each other.

And what we are doing in South Carolina is we are sharing training. Head Start has some training and it has opened its doors and we share that training. We are even talking about trying to share transportation.

We are doing all sorts of hopes and dreams and creative thinking and we think this is a first. And it is a slow and rocky road, but we are looking to the future to see that these programs will cut down some of the dropouts which we already know they will, and reduce the crime, our bulging prisons, that it will help them find better jobs, that we can forget the turfdom that exists between agencies and operate in a unit.

We are looking forward to all of these outcomes as a result of our interagency cooperation in the passage of the Education Improvement Act from 1984.

Mr. KILDEE. Thank you very much, Ms. Meadors, for your testimony.

Mr. Fort.

Mr. FORT. Chairman Kildee, and members of the Subcommittee on Human Resources, it is a real pleasure this morning to be invited to address the subcommittee on the important issue of preschool education in our Nation.

The Detroit public school system currently operates a rather comprehensive early childhood education program, as witnessed in the written testimony that was provided to the subcommittee.

Needless to say, this has not always been the case. Prior to 1965 and the advent of the Great Society Program, the school system virtually funded zero preschool programs in the school system.

However, with the support of the Federal Government under the provisions of the Head Start legislation, the Follow Through legislation, and the title I, now, chapter I legislation, we have been able to greatly increase the number of opportunitites for our young people to have preschool and early childhood education experiences.

As a matter of fact, almost 40 percent of the eligible students within our Head Start and chapter I areas are, indeed, currently participating in preschool opportunities. Obviously, this is not enough, but I will address that point in just a few minutes.

I would also like to briefly describe the four major programs that are in existence in our school system as they relate to early childhood education, and also comment briefly on what I perceive the role of the Federal Government to be in the future as it relates to funding and providing leadership in the area of preschool and early childhood education.

As I indicated earlier, we do have a Head Start Program. The Head Start Program in Detroit is not unlike the programs that are in existence in many communities across this Nation of ours.

We are currently in 46 centers within the school district. We are serving approximately 1,800 young people in the program and, of course, the broad array of psychological, social services, educational, and nutritional activities are, indeed, a part of that very comprehensive program.

In addition to that, we are in approximately 47 centers that are designated as chapter I eligible where we are providing similar kinds of preschool experiences with the resources of chapter I being used to implement those particular services.

So essentially we are covering all of the eligible chapter I schools, elementary schools in our school district where space is available to provide services to eligible young people. And that essentially covers about 40 percent of the ones that are legally entitled to receive those particular services.

By the way, in terms of an issue that was raised earlier, I agree that preschool services should not, in fact, be mandated for 3- and 4-year-old young people, but you will find in our city—and I suspect that it is not unique—that parents generally across the board given the opportunity would, in fact, avail themselves of these services.

In addition to the Head Start and chapter I preschool programs that we have, we have a limited program that is called Follow Through, which has been in existence almost 20 years. It only affects two schools and given the attitude of the administration and the certain reluctance of Members of Congress to expand that program, I suspect that maybe in a year or two it might disappear across the country, not as a Follow Through program.

It is in two schools. The purpose of that program, as many of you know, is you take advantage of the opportunities that students have had in a Head Start or preschool experiences and build on those experiences in terms of continuity.

You take advantage of the earlier experiences, build upon them, and hopefully enhance their ability to proceed through the grades more successfully. And we laud that program and believe it should not only be continued, but indeed, expanded.

The fourth program is one that really started on a systemwide basis this school year, although it has been existence in a few of our schools in previous years. We call them extended kindergarten programs.

As you probably are aware, by law, 5-year-olds are entitled to a half-day kindergarten experience within the school system, and what we have done in our eligible chapter I elementary schools is provide on a limited basis opportunities for young people to have a full day kindergarten experience. Either in the morning or afternoon, sponsored with local and State revenues, and then, of course, the other half-day sponsored with the funds derived from chapter I of the Education Consolidation and Improvement Act.

So given the opportunity that the Federal dollar has provided, we in Detroit have been able to launch a comprehensive and viable program to address the multiple needs of young people, ages 4, 5, and 6 in terms of the kinds of programs I have just briefly described.

And one need only compare the current status of these children with the situation 20 years ago to realize the progress that has been made. In Detroit, for example, as I indicated earlier, almost one-half of the children from low-income families entering the first grade during the fall of 1985 will have received services from one or more of the yearly childhood education programs as compared to virtually no participation in 1965.

Reading and computational skills of our children in the primary grades, which are grades K through 3, are almost 30 percent greater than they were 20 years ago. We are serving free hot lunches to all 20,000 eligible primary youngsters today as compared to a thousand, perhaps, 20 years ago.

I could cite many other comparisons which would verify the conclusion that preschool and early childhood education programs supported by the Federal Government have resulted in substantial—let me underscore that—substantial benefits to our children.

And if for no other reason that than, it would seem to me that that would respond to the issue as to what should be the legitimate role of the Federal Government as it relates to early childhood education.

Unfortunately, a frustrating situation is beginning to confront large school districts. Preschool and early childhood education programs which were piloted and proven successful in cities like Detroit are being adopted in smaller and usually more affluent communities.

I don't deny that that should not occur. At the same time the best that large cities could hope for is to maintain a status quo, a status quo which will continue to leave thousands of children without the benefit of these programs. And that is primarily because of the fact that the—we come to an age, it looks like, in terms of Federal funding for at least domestic and specific education programs, the notion of level funding, which essentially means that you provide the same amount of dollars one year that you had the previous year, and usually with not taking into account inflationary factors, which obviously means that programs then are really diminished. They are not maintained even at current levels.

Now, the President is to be commended for his staunch support of the Head Start Program. But this program constitutes only a portion of services to preschool and early childhood education children. Unless supplemental and followup services are provided, the gains made by Head Start participants will be dissipated.

In spite of the fact that the President, to his credit, has indeed supported Head Start, he has not supported improvement—expansion, I should suggest, in the program. So, again, we are merely maintaining the status quo.

In terms of our future ambitions for early childhood education. Our goal in our school system is to establish within the next 5 years preschool programs for an additional 6,000 4-year-old children and extended day kindergarten for all 14,000 children who will enter our schools in 1990.

The additional costs for these programs is estimated to be $12 million annually at the level of 1985 dollars. We believe that a concerted effort should be launched which involves State, local, and the Federal Government in providing opportunity not only for our school system but for, indeed, the large number of school systems both urban and rural within our country to provide these kinds of services.

Citizens of our community, for example, have clearly demonstrated their willingness to make great sacrifices for the benefit of their children During periods of time when unemployment was at record heights, our citizenry in the city of Detroit has constantly in the last 10 years approved millage, not only millage renewals, but also in a few instances millage increases to support public education.

So the will on the part of the populace is there. But it takes more than just will, because we cannot in my judgment provide enough financial resources at the local level or at the State level in order to address the needs that I have spoken to this morning.

Therefore, the role of the Federal Government is eminently and preeminently important in providing the kinds of resources that are desparately needed in large school districts such as Detroit, Flint, New York, Chicago, and many other school districts in our country.

With that, Chairman' Kildee, I think I will stop. Except with your permission, I would like to briefly comment if it is appropriate at this time on one of the comments that Mr. Goodling uttered earlier, if it is appropriate at this time.

Mr. KILDEE. Go ahead.

Mr. FORT. In terms of his proposed bill, H.R. 2535, and the even start nomenclature that he has attached to that bill, I essentially agree with the Congressman that if we are going to be successful in providing viable opportunities and positive educational experiences for young people at this early stage, that the parent obviously has to be considered.

And not only considered, as he so eloquently stated, in the area of providing import in terms of decisions that are being made, and being involved perhaps as volunteers in these programs, but I think perhaps in a more substantial way, and that is in the sense that we have suggested as educators for a number of years that education cannot only be—good education, if you will—cannot only be achieved by the educational community itself, and that indeed we need to have a working partnership with the parent community, and that means more to me than just having parents sit on advisory groups, attending PTA meetings, or whatever kinds of structures have been established for their participation.

But it seems to me that parents should be given the opportunity, especially in communities where there is a high percentage of children from low-income families of determining how can they provide the kinds of opportunities, the kinds of environments that will enhance the ability of their offspring to achieve in school.

That means—I don't think that you come by this incidentally. I think there needs to be a concerted, formal, concentrated attempt to provide experiences for parents that will help them help their young people, help their children.

Therefore, within that context, I support, with some reservations, which I can comment on later, the basic outline of the bill that Congressman Goodling has proposed.

Mr. KILDEE. I appreciate your comments. That is one of the questions I was going to ask you. So I appreciate your responding to that. Thank you very much. You are always a good witness. I appreciate your testimony.

[Prepared statement of Herschel W. Fort follows:]

PREPARED STATEMENT OF HERSCHEL W. FORT, ASSISTANT SUPERINTENDENT, DETROIT PUBLIC SCHOOLS, DETROIT, MI

Chairman Kildee and members of the Subcommittee on Human Resources, I am Herschel Fort, assistant superintendent, in charge of the Office of Federal, State and Local Legislative Affairs for the Detroit Public Schools. Dr. Arthur Jefferson, our general superintendent, had hoped that he could appear before you today to summarize the importance of federally supported early childhood education programs to the children of Detroit and briefly outline our goals for the next few years.

Unfortunately, Dr. Jefferson was unable to be here because of a previous commitment. He has asked me to appear in his place and to extend his regards and best wishes for success in the conduct of this oversight hearing.

In Detroit, preschool and related follow-up programs are now widely accepted by the community and staff as an essential and integral component of the school system's education program. In the 20 years since their inception as part of the great society of the 1960s, services provided by preschool programs have been refined, broadened in scope, delivered with increasing proficiency and targeted to greater numbers of children.

Prior to 1965, only a small portion of the children entering our schools had any preschool experience. This experience was usually limited to caretaker and baby-sitting activities in which cognitive development was, at best, given only incidental consideration. Participating children were often from households where no parent or other adult was available during the day to provide the usual parental care and supervision. Consequently, these childern were often viewed as being neglected. The question most frequently asked about preschool participants was "to what extent have they, and will they suffer by being placed in a classroom-type situation at such an early age."

By 1984, more than one out of every three children entering Detroit schools had participated in some type of preschool program offered by the school system, other public agencies, community groups, or private operators. Fortunately, this expanded participation was accompanied by improvements in the quality of the services provided and more effective methods of delivering these services.

Results of our locally conducted assessments and research conducted nationally demonstrate the efficacy of these programs. The questions now asked and the theories being investigated relate to the extent and duration of the benefits derived through the participation in these programs.

At this time, I would like to briefly summarize, for the committee, our four preschool and related follow-up programs which are supported with Federal funds.

Project Head Start which has operated in Detroit for 20 years is currently funded for three for three million dollars by the Head Start Act of 1981 and augmented with almost one million dollars in local in-kind contributions. The project provides comprehensive developmental and support services to 1,800 economically disadvantaged children 3-4 years of age and their parents. In addition to a component designed to foster the development of cognitive skills, the project provides social, mental health, medical, dental, nutritional, and other support services to the children and, where appropriate, to their parents. Approximately 10 percent of the slots in this program are reserved for handicapped children.

The second, Detroit's preschool program funded under chapter 1 of the Education Consolidation and Improvement Act, serves 1,800 children 4 years of age who reside in the attendance areas of chapter 1 eligible schools and have demonstrated deficiencies in readiness skills. Services are provided to improve the physical, intellectual, emotional, and social growth of the participants. Parents are co-partners in this effort and are provided training that will enable them to reinforce pupil learning.

Project follow through, the third program, is designed to sustain and expand the gains made by children who participated in Head Start as 3 and 4 year olds. Funds for this program are obtained through the Community Services Act and chapter 1. Services similar to those provided to children and their parents in the Head Start Program are continued through the third grade for participants in this program. An important aspect of this program is that kindergarteners attend a full day of school

school three days per week. Because of funding limitations, participation in follow through is limited to 400 children each year.

Our fourth program, extended day kindergarten, was started during the current school year. In this program, almost 1,900 children in chapter 1 eligible schools attend a full day of kindergarten, four days a week. Our decision to establish this program was based upon the favorable responses by children, parents and staff who were involved in extended day kindergarten programs in project follow through and in pilot programs conducted in selected schools throughout the city.

Selection of participants was made from among children attending chapter 1 eligible schools and who displayed potential deficiencies in skills necessary for success in the primary unit (first grade). Services similar to follow through are being provided to participating children and their parents.

Our experience with these four programs shows their potential for overcoming the difficulties that economically, educationally, and socially disadvantaged children face as they enter and progress through school. Detroit, like other large cities, has taken a giant leap forward in helping these children obtain the equal educational opportunities to which they are entitled.

One need only compare the current status of these children with the situation 20 years ago to realize the progress that has been made. In Detroit, almost one-half of the children from low income families entering the first grade during the fall of 1985 will have received services from one or more early childhood education programs, as compared to almost no participation in 1965. Reading and computational skills of our children in the primary grades are almost 30 percent greater than 20 years ago. We are serving free hot lunches to all 20,000 eligible primary grade children. In 1965 less than 1,000 children were being served. Because of the health services component in our preschool programs, excluding children from entering kindergarten because they have not received the necessary immunizations has ceased to be the problem that it was in the 1960s.

I could cite many other comparisons which would verify the conclusion that preschool and early childhood education programs supported by the Federal government have resulted in substantial benefits to our children.

Unfortunately, a frustrating situation is beginning to confront large city school systems. Preschool and early childhood education programs, which were piloted and proven successful in cities like Detroit, are being adopted in smaller and usually more affluent communities.

At the same time, the best that large cities can hope for is to maintain a status quo which will continue to leave thousands of children without the benefits of these programs. Because funding for the program is not being increased to offset inflation, maintenance of our current level of services in early childhood education can only be achieved at the expense of services to older children.

The President is to be commended for his staunch support for Head Start. But this program constitutes only a portion of our services to preschool and early elementary grade children. Unless supplemental and follow-up services are provided, the gains made by Head Start participants will be dissipated.

Funding, not only for Head Start, but for other preschool and early childhood education programs, must be substantially increased if we are to adequately serve all young children. Twenty years of experience have taught us what we should do and how we should do it. We now need the resources to continue and expand our efforts.

In Detroit, our goal is to establish, within the next five years, preschool programs for an additional 6,000 four year old children and extended day kindergarten for all 14,000 children who will enter our schools in 1990. The additional costs for these programs will be about $12 million annually (in 1985 dollars). It will indeed be a dilemma, if these programs cannot be implemented without sacrificing services to older children.

The citizens of Detroit have clearly displayed their willingness to make great sacrifices for the benefit of their children. During periods when the unemployment rate in the city was among the highest in the Nation, voters approved seven of eight requests for millage increases and renewals. Detroiters have placed their hope and confidence in public education as a vehicle to a better life for their children.

However, it is unreasonable to expect that the citizens of Detroit and of other large cities can, without substantial Federal assistance, solve the problems faced by young children which were caused by years of economic and social deprivation. I urge that the committee and other Members of Congress give careful consideration to past accomplishments and potential for future success of federally supported early childhood education programs and not force Detroit and other large city school systems into the dilemma of deciding which of the urgent needs of our children must go unmet.

Once again, I would like to thank Chairman Kildee and members of the Subcommittee on Human Resources for the opportunity to appear before you. I will be happy to respond to any questions and forward to you any additional information you request.

Mr. KILDEE. Our next witness is someone who appeared before this subcommittee before when I was a member of it, I think back in 1979. I welcome back Mr. Claude Patterson, Head Start director for West Central Missouri Rural Development Corp., Appleton City, MO.

Mr. PATTERSON. Thank you, Mr. Chairman. I am excited about listening to these testimonies and the comments of the distinguished committee here. I think that this has to be considered the most important thing happening in D.C. today; to think that we are talking about the future of America.

I think that it is more important, perhaps, than the tax bill and the other issues that are at stake because we are talking about those who are the decisionmakers of tomorrow, and I think it is so exciting to think that we can be a part of that.

Mr. KILDEE. Let me comment. You know, I received a number of degrees in my career. In real life I was a school teacher. I always have said that if one does attend hearings like this, that it is more than what I have ever learned in some of the degree programs. It is people like yourself, the witnesses, who make that possible. Those who want to open themselves to learning about what we should be doing in our country certainly have that available at these hearings.

Mr. PATTERSON. It reminds me of the story of the little boy who took his daddy's new world map and pasted a picture on the back. He didn't realize the significance of the map, and pasted the picture of the little boy on the back and then cut it up to make a puzzle and when his dad came home and expressed his disappointment with his new map being cut up, the little boy said, daddy, I guess if we put the child together properly, the world will turn out all right.

I can't help but think it is the efforts of this committee to put the child together properly.

I guess the essence of what I would like to say today has to do with the success of Head Start.

As you mentioned, my name is Claude Patterson. I do direct a nine county, rural Head Start Program in west central Missouri. We are kind of in the hills where the hills meet the plains.

We have a little bit of farming, a little bit of mining, a little bit of other types of agriculture, a little bit of light industry. So it is a varied area. And the problems of poverty there are somewhat isolated in some cases; in other areas, very obvious, very painful.

I still remember the days when the people were heating their homes in barrels, burning wood on dirt floors, and when the sanitary land fill requirements came in and destroyed the rat population that some had depended on for food.

So the pains of poverty are not just from 8 to 5. They are indeed around the clock. And one of the things to address that is how could we break the cycle of poverty if, indeed, we can, by making for at least a more meaningful life for the children of some of those families.

And I am happy to say that I believe Head Start works. Head Start works because it is a comprehensive, multidisciplinary program. I don't think that we can just choose any one segment of Head Start and say we will emphasize that to the exclusion of others and be successful.

We have an education or early childhood component. We have a parent involvement component, social services, health, including medical, dental, mental health. We have nutrition, career development and special services for the handicapped.

I think all of these things have to fit together to make for the comprehensive nature and the effectiveness that we have experienced in Head Start. I say that it is comprehensive in that it deals with those areas. Those areas then could be looked at in greater detail.

One could see the comprehensive approach of the early child development concepts taking the child at the level of interest and the level of ability and capitalizing on that in order to help that child to develop readiness and be able to enter a public school situation equal to his peers or her peers, as the case may be.

Parent involvement is so exciting. As the gentleman from Detroit has indicated, it is more than just sitting on a committee. Parent involvement must be more than just sitting on a committee. It includes that.

Parent involvement to be viable must have a number of facets and in Head Start we have program planning and operations, decisions that parents can be a part of. Parents by the very structure of the program are allowed to participate in the classroom either as paid employees or as volunteers or just as observers.

Again, the structure of the program allows that parents may have activities which they can be involved, which they have helped design. The program provides that they work with their own children and have cooperation of staff in developing ways to work with their own children effectively.

Contrary to the opinion of some, I would argue that this parent involvement is both important and meaningful and is not necessarily geared toward the improvement of literacy of the parents because in our area the issue is not so much one of ignorance, nor of laziness, nor even unemployment, as it is one of underemployment, which is a very brutal type of poverty, where people are giving their time to where they have no time to give for other things. They are giving their time but are not being rewarded enough financially to even lift them above the poverty level.

It is a real tragedy when we start trying to deal with underemployment. I think that Head Start is also an effective program not only because of the comprehensive multidisciplinary things, and because of the strong parent involvement, but because we have emphasized quality.

We have 162 performance standards that have been developed over time and refined, and those 162 performance standards, while at some point have caused us to take a deep breath, back off, take a look and wonder where we hit broadside, yet we begin to see that those are the guarantee of services being provided as they are supposed to be provided, and when we see that we have some flexibility at the local level, then we want to go beyond those 162 performance standards, and it is that measure of going beyond that we call quality.

Head Start is a working program because I think it has universal support. We have been fortunate to have bipartisan support in both Houses of Congress.

Head Start has enjoyed the support of every President since its inception. It is a working program because we are working together in this country on behalf of these children.

We work together for a limited number and we would like to see that increased. But however small the task may be, we are at least working together in that regard, and that has made for the success of Head Start.

I would argue further that Head Start is strong because of its local flexibility. There is room for flexibility, for parents to be involved in decisions regarding planning and operations of programs at the local level.

An example of that would be back when the options policy was developed providing for the opportunity for programs to choose from one of five options as to what type of program they would have at the local level. Now, this had to be in response to a local needs assessment. Parents were to be involved in the needs assessment.

Parents were to be a part of the decision of which of those five options or which set of options would be followed. Among those options was that we could continue with the standard classroom model, ½ day, 5 days a week. We could operate a variation in center attendance and alter the number of days.

We could operate a home-based Head Start in which the staff, the teacher becomes the mobile part of Head Start as opposed to the child, with the teacher going in the home to work with the parents who would then in turn work with the child.

Double sessions was another part of the options policy to allow programs in high population areas—double sessions have a morning and an afternoon session using the same staff. There are a number of constraints to make that effective.

And then there was a wide-open area called locally designed options. If you had a good idea, you were not limited, you could develop that, send it through the approval process, get it approved by the funding agency and operate that, as well.

So we believe that that type of flexibility has helped to strengthen Head Start. Head Start, of course, is the only national preschool program with these comprehensive characteristics that we enjoy in Head Start.

Back in 1974 at our annual training conference, national training conference in Kansas City, the President addressed the group by a video tape, and in that video he made the statement, "Thanks to you, America is turning out winners."

I am confident that he is saying that these winners are these children and families with whom we work, and I want to see that continue. I guess as I look toward the future, I see us having a viable, accountable grantee with a versatile delivery system as we now experience that where Head Start is delivered by a variety of different grantees.

I think that, too, has helped to keep Head Start strong. I want to see in my mind looking forward to the future the expansion of our investment. As we have heard already today, Head Start is not a cost so much as it is an investment in our future.

For one dollar invested, $2.36, I believe it was, is received in value in the future. I see the emphasis on local options in addressing the performance standard, an emphasis on transitioning children into the public schools.

To address that even a bit, we in Missouri have worked together with the Department of Health, the Department of Education and the Missouri Head Start Directors Association. We have developed a preschool transfer form that has become a model for all preschool-type programs in the State of Missouri. And the idea is that that form is monitored and maintained throughout the year and then a responsible staff individual goes to the school who will be receiving that child and sits down with them and discusses that transitioning of that particular child into their school system.

We in our area have gone a step further in the use of that, because we have what we call staffings of our children from time to time. And the last staffing of the year we invite the responsible individual from the school who will be receiving the child to participate in that staffing so that they get not just the form and a person to go, but they get a multidisciplinary team to share with them and to work with them in planning for that effective transition of children.

We work on that with children. Perhaps we have a need to emphasize that kind of transitioning and effort with parents. I would see that that would be one of the areas of emphasis in the future because it is a family-oriented program.

If I might, in closing, just share a couple of concerns that I have. My concern would be that we, because of pressure from various sources, may see the day when people have to make a decision between quality and quantity. I would urge those of you who are in those decisionmaking roles—and we will be saying more, I suppose, when reauthorization time comes—that we want to continue to emphasize quality.

If we have to make a decision between quality and quantity, let's not make a decision that would go counter to the kinds of things that have brought about the positive results we have experienced.

I would share the concern of the compromise of the multidisciplinary characteristics of Head Start in favor of the emphasis of the education component. I see that as a very real possibility because it is something that we measure. So it is easier to measure, perhaps, some of those areas and I would urge that it not be just education, but we maintain the comprehensive characteristics--possibly the lessening of the competency base certification emphasis for preschool staff.

We have in Head Start what is called the child development associate certification. I am sure that some of you are aware of it because you have helped us to maintain that through some fairly difficult discussions.

We appreciate that assistance. But we see the possibility of moving away from that competency base toward simply a credential of some other sort. And we think that competencies need to be demonstrated. We have a CDA with 13 competency areas that people need to demonstrate their ability before they would be credentialed, and having attended five universities myself, and three degrees, I am not confident to believe that I am competent personally to be a teacher in the Head Start Program.

I want to see someone who is competent regardless of the number of degrees, the number of universities they have attended. And I guess one other concern that I thought I heard discussed just a few minutes earlier, and that was the possible targetting of a different population.

It was suggested in the questions and the answers of the previous panel the possibility oo changing our target population from the low income for Head Start to the non-low income, moving from the needy with the Head Start to a earlier start for everyone.

I think that if we are going to be addressing needs—if we are addressing the issues of poverty, I trust that we will never get away from the idea of trying to help those who are most vulnerable in our society.

Mr. Chairman, I thank you for this privilege.

[Prepared statement of Claude Patterson follows:]

PREPARED STATEMENT OF CLAUDE PATTERSON, PH.D., HEAD START DIRECTOR, WEST CENTRAL MISSOURI RURAL DEVELOPMENT CORP., APPLETON CITY, MO

Mr. Chairman, and Distinguished Members of the Committee, Thank you for inviting me to testify before you. I am Claude Patterson, Head Start Director of the West Central Missouri Rural Development Corporatation, a Community Action Agency serving the nine county area of west central Missouri with headquaters in Appleton City, Missouri. I also serve as President of the Missouri Head Start Directors Association and have in the past served as Chairman of the Policies and Regulations Committee of the National Head Start Association. I now enjoy the title of "Policy Advisor" to that committee.

The multi-county agency with which I work serves some 6,500 square miles with a population of 135,000 people. This geographic area is larger than three states: Connectiut, Rhode Island and Delaware. In fact, it is about twice the size of Delaware and Rhode Island combined, while the population is less than 1/10th of their population.

Mr. Chairman, Head Start works! Thus, it is a double pleasure for me to appear before you and tell you about a program that is a "winner". In greeting the 1984 Annual Training Conference of the National Head Start Association in Kansas City, President Reagan, by way of video tape said, "Thanks to your hard work America is turning out winners". Mr. Chairman, these "winners" are the Head Start children and families.

Head Start is a comprehensive family oriented child development program. The comprehensive approach includes an emphasis on several components, including: education (child development), parent involvement, social services, health, nutrition, and career development and special services for the handicapped. Head Start works because it is a comprehensive program.

Head Start works because it is also a quality program. Contributing greatly to the quality of Head Start is the "performance standards". Needless to say, when we are confronted with 162 performance standards we sit up and take notice. And then we realize that it is that kind of protection which assures the child and family with whom we work will be served the way they are supposed to be served. Beyond the 162 performance standards, there is quite a bit of room for flexibility at the local level. We are allowed to go beyond the standards—and it is that extra measure which we call "quality".

Head Start works and is made more effective because of the strong commitment to parent involvement. Head Start makes the assumption that the parents are the first, best and most important teacher the child will ever have. Thus, recognizing the parents role as the principle influence in the child's education and development, Head Start designs opportunities for parent participation including: (1) Direct involvement in decision making in the program planning and operation; (2) participation in the classroom and other program activities as paid employees, volunteers or observers; (3) activities for parents which they have helped develop; and (4) working with their own children in cooperation with Head Start staff.

Research indicates: for every 15 children enrolled in Head Start, 10 parents provide volunteer service to the program. Head Start parents involve their children more in household tasks, read to their children more and show more interest in their child's reading and writing skills than non Head Start parents. In a survey of Head Start graduate's parents, 82% reported going to their children's elementary school to meet and talk with their child's teacher. One third of all Head Start staff are parents of current or former Head Start students.

Three years ago some 12,000 Head Start parents had already received college training for credit through the Head Start program. Over 1,000 Head Start parents had A.A. or B.A. degrees. Thousands of success stories could be shared. I think especially of Rebecca, a mother of seven children with a disabled husband who started in Head Start as a low income parent, she became a driver, then a teacher assistant, then a teacher, received her college degree and became the education coordinator of a rural program. She has now earned her masters degree and is pursuing work toward either a specialists or a doctors degree. It is not that before Head Start she was not smart—it is that Head Start had the key to open the door of opportunity. I think of some 10 or 12 others in our little rural area who have been encouraged to pursue their degree and are now employed in the public schools as teachers or special education coordinators or are in other capacities of community leadership. I guess what I'm saying Mr. Chairman is that we're proud of the success of Head Start and what it had done for children and families.

For the last few years Head Start has served approximately 20% of the eligible children. That figure has now dropped below the 20% figure and is somewhere around 17%.

It is my understanding that today you as a committee will also be hearing from a representative from the High Scope studies in Michigan. This longitudinal study indicates that quality preschool programs are not a cost item so much as they are an investment. Thus, as we look toward the future, the greatest investment a great nation might make is in its children and families. Indeed, Head Start has enjoyed bipartisan support in both Houses of Congress and the support of every President since its inception.

Looking toward the future continues to be a view toward expansion. Administrations have been creative in trying to assist with expansion. The "options" policy was a step in that direction in which local agencies could, based upon a local needs assessment, operate a program with one of five options. These options included the standard classroom model, variations in center attendance, home based Head Start, double sessions and locally designed options.

Mr. Chairman, I promise you the continued dedicated efforts of staff and parents in an effort to provide children and families with a quality Head Start program. Needless to say we need your help. Money is a key to open the opportunity of Head Start to more children and families.

In closing I am reminded of the story of the five year old boy who made a puzzle by pasting a picture of a child on the back of his fathers new world map. When his father expressed displeasure at finding his new world map cut in pieces the little boy responded, "If you put the child together correctly, I guess the world will turn out all right". Mr. Chairman, I trust that with the support and leadership of friends in Congress, such as yourself and this distinguished committee, and with the dedicated efforts of staff and, most importantly, parents at the grass roots, we will put the child together correctly.

Thank you very much.

Mr. KILDEE. Thank you very much.

I think both the questions and the responses on your last point probably revolved around whether if we had unlimited funding, what type of programs we could have. I do concur with you. This subcommittee, as a matter of fact, has under its jurisdiction the most vulnerable in our society, the young, the old and the poor.

Mr. PATTERSON. Right.

Mr. KILDEE. I think you can very often judge a society both geographically looking at the globe and historically by how that society treats its very young and its old. You can judge the humanity of society by that. I appreciate your comment.

Two questions here. Ms. Meadors, I followed with a great deal of excitement, your educational improvement program in South Carolina, and it is very exciting. I know you did not covet that 50th ranking and you were determined to do something about that.

Let me ask you. Since I have been involved in educational funding for 21 years now in the State legislature and here, did the early childhood component—talking about strategy here, I guess, more than substance now—help sell that program to the legislature and to other people in the State of South Carolina?

Was it a positive thing in trying to bring about that reform?

Ms. MEADORS. Yes and no.

Mr. KILDEE. OK; would you explain that, please?

Ms. MEADORS. Let me explain the no first.

Even though the proposed funding level over a period of 5 years was only $12 million, and the total package was more like $217 million, it was like the tail wagging the dog for a little while there. There was some special interest groups that were concerned that would this infringe on the rights of the parents and the other program people in the State of South Carolina, and there were some people who were convinced that religiously this was not acceptable.

Mr. KILDEE. That goes back to my earlier question to the other panel. I had that in mind.

Ms. MEADORS. I thought about that. Once those issues were resolved, then I could say, yes, it definitely was. We had done a good job of selling specific legislators on these early childhood programs, the developmental approach to the early childhood programs, and the State structures themselves had done a lot of awareness work.

So I would say, yes, it was, very definitely, an added advantage to passing the EO.

Mr. KILDEE. But you had to overcome some areas of resistance.

Ms. MEADORS. Yes; indeed. And had we not done that, I think it would have been eliminated completely from the package.

Mr. KILDEE. Based on your State's experience now with this, what would you suggest to other States seeking to implement these new pre-primary programs and what would you suggest would be the role of the Federal Government in assisting States who wish to do this?

Ms. MEADORS. I think it would be exciting to have incentive grants for States that would be willing to pursue this kind of program or purpose in getting State funding. It is always good to know that you are going to have the funds there when you need them, and if you get it into the State budget it is there every year.

But I would say that incentive grants—many States just can't afford to do this without some outside help.

Mr. KILDEE. Do you think if we gave incentive grants, say, to initiate a program, maybe for a period of three years, that that might help a State then enact a program.

Ms. MEADORS. Yes; I think it would.

The other thing is the assurance that Head Start Program's funding will continue. In South Carolina we couldn't do without that funding for Head Start. We need it. It is an integral part of our diversified program.

And we have lots of problems. We know we have a quality control problem, we have a staff training problem where Head Start is concerned. But we are working on this in a cooperative venture.

The State department of education and the other programs are looking to them to learn about their comprehensive program, and in turn, they are looking to get guidance in the area of the education component. So it is a very compatible situation. We couldn't do without it, and I think that level of funding needs to be there or increased.

Mr. KILDEE. Thank you very much.

Mr. Fort, in your testimony you mentioned that there are 1,800 children in the city of Detroit school system who are in the chapter I preschool program. Can you tell us more about the program?

How long has it been operating? Why did Detroit opt to use that chapter I money for preschool?

I ask this because throughout the country we only have about 36,000 children who are enrolled in preschool under chapter I. Perhaps Detroit could help other districts to make some decisions on that.

Mr. FORT. Very happy to comment on that, Mr. Kildee.

As you know, the Head Start Program has been operating since 1964 in Detroit and other communities. We embarked in our school district probably in the early seventies on the notion that Head Start just was not adequately funded to address the needs of our preschool population and felt that chapter I should, in fact, supplement and enhance the opportunities that should be provided for that segment of our population.

As a matter of fact, it probably started before the seventies. But this school year by mandate of the superintendent and the school board, the superintendent indicated that every eligible elementary school within the school district will have—assuming space is available, and in most cases it was—will have a Chapter I preschool program, that is, for the eligible chapter I elementary schools.

That was a mandate of the school board with the encouragement and leadership of the superintendent. The thought being—and it is not a new one—that if indeed we are going to be successful in producing productive citizens, then we have to start early, and we are all aware of the problems that we are facing in our secondary schools. Detroit is not unique in terms of the dropout problem and in terms of the antisocial behavior that is being exhibited around the country, and low test scores at that level.

And if, indeed, you are going to make a difference, then you have to start earlier. And so that was the reason that we did that.

As a matter of fact, however, the school system for a number of years under title I, almost from the very beginning, has indicated the priority funding for chapter I services will, in fact, be the elementary grades. We are currently spending about 70 percent of our chapter I resources in grades preschool through grade 5; and about 20 percent in the so-called middle grades, 6, 7 and 8; and only about 10 percent in the 9th through 12th spectrum.

So we have had that early emphasis on elementary education and beginning this year we have mandated by board edict that every chapter I eligible school will, in fact, have a preschool program, either a Head Start Program and/or a chapter I-funded preschool program.

Mr. KILDEE. If the Detroit Board of Education has any materials on that, we would appreciate it if you could supply some as background for the committee.

Mr. FORT. We would be very happy to. We do have quite a bit on that.

[The information referred to follows:]

PROJECT FACTS

Title : Extended Day Kindergarten

Funding Source : Chapter 1, Education Consolidation and Improvement Act

Funding Level : $3,715,000

Funding Period : 1984-85

Purpose of Project : To improve the basic and social skills of children "least ready" for Kindergarten

Eligibility Requirements : Chapter 1 eligible Kindergarten children

Location : 87 Classes in Chapter 1 schools throughout the City

Grade Level Served : Kindergarten

Staffing Pattern : 1 Project Supervisor
49 Kindergarten Teachers
87 School Service Assistants

Number of Students Served : Approximately 2,500

First Year of Funding : 1979-1980

Program Features : Children attend Kindergarten four full days per week.

Parents, teachers and paraprofessionals receive inservice training during the one day per week when the children are not in school.

DETROIT PUBLIC SCHOOLS
DEPARTMENT OF EARLY CHILDHOOD EDUCATION
EXTENDED DAY KINDERGARTEN
1984-85

The following description of the Detroit Extended Day Kindergarten Program is divided into four areas: Curriculum, Selection of Participants, Staffing, and Lunch Program.

CURRICULUM

The curriculum of the Extended Day Kindergarten focuses on seven important goals:

> expanding student experiences in the areas of: language development, listening and thinking skills, social-emotional development, and perceptual motor abilities;
>
> offering interdisciplinary instruction which includes science, social studies, art, music and physical activities, as well as mathematics and language;
>
> developing a positive self-concept in every student;
>
> meeting the multidimensional needs of young children from various cultures and environments;
>
> encouraging conceptual/perceptual development through play and the use of manipulative and concrete materials; and
>
> monitoring student achievement to promote continuous progress at the best possible rate.

The following Suggested Daily Program offers a planned way to achieve the program goals as listed above. It suggests a sequence of activities that results in the change of pace and subject area required by young children.

SUGGESTED DAILY PROGRAM
EXTENDED DAY KINDERGARTEN

8:30 - 9:00 Opening Activities (announcements/calendar/boy-girl count)
(attendance/health inspection)

GUIDED ACTIVITIES

9:00 Self-Image/Pre-Writing Activities (name recognition)
(address/phone)
Song and/or rhythm break (birthdays/holiday)

9:30 Pre-reading activities (manipulative materials)
(stress listening/language skills)
Song and/or rhythm break (use of reading kits)

10:00 Pre-math activities (manipulative materials)
(stress listening/language skills)
(use math kits)
Song and/or rhythm break

10:30 Preparation for lunch

10:45 Lavatory/Lunch/Rest
Outdoor or Indoor physical development activity
(as well as free play activity time)

SELF-SELECTING ACTIVITIES

12:45 Preparation and planning for the use of Learning Centers (science/social studies/art/music/cooking/table games/library/blocks/listenings/dramatic play)

1:00 Working in Learning Centers (stress sensory motor abilities)
(stress manipulative materials)
(select those centers that meet current needs of children)

2:00 Clean-up/Evaluation of work in Learning Centers

2:15 Literature/Poetry activities (use of films/puppets and record stories and poems)

2:45 Prepare to dismiss (review day's work)
(plan for next day)

3:00 Dismissal

SELECTION OF PARTICIPANTS

Children who participated in Chapter 1 Preschool or the Head Start Program and continue to be in need of follow-up assistance are given preference for participation in the Extended Day Kindergarten Program.

If slots are still available after the preferred Preschool/Head Start children are enrolled, they are filled with Chapter 1 eligible Kindergarten children who scored lowest on an inventory of basic skills.

STAFFING

Schools participating in the program receive .5 additional teacher service and additional service of one full-time paraprofessional.

Evaluation of the

EXTENDED DAY KINDERGARTEN PROGRAM

1983-1984

Funded under Chapter 1
Education Consolidation and Improvement Act

Prepared by

Ruth Bornstein

Department of Evaluation and Testing
Office of Instructional Improvement
Detroit Public Schools

September, 1984

PROJECT FACTS

Title : Extended Day Kindergarten

Funding Source : Chapter 1, Education Consolidation and Improvement Act

Funding Level : $681,451

Funding Period : 1983-1984

Purpose of Project : To improve the cognitive, psychomotor, affective and linguistic skills of students "least ready" for kindergarten

Eligibility Requirements : Chapter 1 kindergarten participants

Location : 15 Chapter 1 elementary schools in Area A and 10 Chapter 1 elementary schools in Area D

Grade Level Served : Kindergarten

Staffing Pattern :
2 Project Directors, 1 per Area
25 Kindergarten Teachers
25 School Service Assistants

Number of Students Served: Approximately 750

First Year of Funding : 1979-1980

Program Features : The extended day was expected to provide additional opportunities to assist kindergarten pupils attain essential learning skills. Program participants were those Chapter 1 students designated as least ready for kindergarten. In contrast to the standard kindergarten schedule of five one-half days of instruction per week, the EDK schedule provided students with four complete school days of instruction and provided teachers, parents, and school service assistants with one full day of inservice per week.

Extended Day Kindergarten Program

SUMMARY

Purpose

The Extended Day Kindergarten (EDK) program was operative in 25 elementary schools and was designed to serve those children "least ready" for kindergarten. EDK participants were provided additional opportunity to attain readiness skills by attending kindergarten for a full regular school day, four days a week. The fifth day was reserved for inservicing teachers and school service assistants as well as parents. The latter group was instructed in parenting skills and the preparation and application of educational materials for home use.

Method

A sample of EDK pupils was randomly selected from the population of 750 participants. A control group of Chapter 1 traditional kindergarten program pupils was also randomly selected for comparison purposes. The two groups were then examined for differences in readiness for reading and mathematics as measured by the California Achievement Tests, Level 10, Form C, administered in April, 1984.

In addition, survey questionnaires were distributed to principals, teachers, school service assistants, and parents of participating pupils. The survey forms were returned to the evaluator and then content analyzed for the respondents' reactions to the program.

Findings

Results of t-tests applied to the means of the experimental group and comparison group raw scores for total pre-reading and mathematics indicated significant differences in reading and mathematics readiness in favor of the experimental group. Based on this evidence, it appears that the EDK program for the 1983-84 school year was effective.

Summary data from EDK surveys completed by principals, teachers, school service assistants, and parents revealed that over 85% of the responses concerning the EDK program were positive. The four groups which were surveyed believed that the EDK program was very successful.

Evaluation of the
Extended Day Kindergarten Program
1983-1984

Background

Increased recognition of the diverse abilities of kindergarten students has created a demand for programs of sufficient scope to meet the cognitive, social, and physical skill requirements of all kindergarten pupils. The need for such programs is deemed greatest for students who are "least ready" for kindergarten. To assist these children in attaining the necessary readiness skills, Extended Day Kindergarten (EDK) programs have been implemented. EDK programs in comparison with traditional half-day kindergarten programs provide for more instructional time and for individualization of instruction. The extended kindergarten day also provides greater opportunity to identify and remediate learning deficiencies.

According to Naron (1981), "The most important child-centered consideration is that the child receive instruction at his or her appropriate level. In a full-day kindergarten the teacher has the time to regularly assess each child's progress, to diagnose deficiencies, and to alter instruction accordingly." Berman (1984) revealed that teachers involved in a full-day kindergarten program cited advantages such as more time for remedial help, more opportunity to foster social relationships, more individual and group instruction, and more time to teach readiness skills.

Research studies have emphasized several important points concerning full-day kindergarten programs. A summary of research studies published in the January, 1981, issue of Educational Leadership makes note of the following findings:

1. Full-day kindergarten participants attained significantly higher scores than those children in regular half-day classes. Where there were no significant differences in in achievement, the additional time that the program provided was not used judiciously. "It is not surprising that extended 'baby-sitting' time does not affect a child's achievement. It is the way time is used that is important."
2. Students in the experimental group did not evidence signs of fatigue, frustration, or waning interest in school.
3. Students severely deficient in readiness skills had the level of readiness skill development of the half-day participants after six months.
4. Attendance patterns indicated no differences in absenteeism.
5. A higher percentage of students in full-day kindergarten programs indicated very positive feelings about school than did children in non-extended day programs.
6. Significant gains were reported for children whose parents were extensively involved.
7. A vast majority of the teachers preferred full-day programs. They were better able to meet the needs of individual students and were able to adjust scheduling and planning so that children were able to function in smaller groupings.
8. First grade teachers judged EDK children to be more capable than children who had attended regular kindergarten classes.
9. Costs for supplies and maintenance do not increase because fewer children are using the materials and equipment. There is no increased expense for additional space due to the excess of classrooms caused by declining enrollment.

The Detroit Public Schools instituted its first EDK program during the 1979-80 school year in four Title I (Chapter 1 as of July 1, 1982), Region 5 schools with the expectation of improving the cognitive, psychomotor, and linguistic skills of the pupils. The following year the program was expanded to include four additional Title I schools in Region 5. For the 1983-84 school year, EDK programs were operational in 25 Chapter 1 elementary schools; 15 schools in Area A and 10 schools in Area D.

The basic structure of the EDK program provided for each class to meet four days a week for the full regular school day, thus allowing approximately 60% additional class time as compared to half-day kindergarten classes. One day was reserved for inservice meetings which may include parents, teachers, and school service assistants (also designated as para-professionals or aides). Each EDK classroom was staffed by a certified teacher and one full time school service assistant.

The EDK program was coordinated by a Project Director in each of the two areas involved. One of the responsibilities of the Directors was to assist in planning and directing inservice seminars for teachers, parents and school service assistants. Some of the topics discussed at the seminars during the 1983-84 school year were as follow:

1. EDK curriculum
2. Information for trips
3. Make and take materials
4. Home learning centers
5. Testing information
6. First aid and safety
7. Nutrition
8. Speech/language information
9. Discipline
10. Support services.

Student selection for the EDK program was based on screening results and teacher ratings, with program participants being designated as those "least ready" for kindergarten. In a majority of participating schools children were screened using DORT's Kindergarten Individual Pupil Profile.

This profile consisted of 14 objectives, but for the specific purpose of the EDK program only six (in a few instances, five) of the first seven objectives were administered. In instances where the DORT profile was not administered, children were screened with segments of the Detroit Reading Readiness Test and/or teacher-made instruments.

Daily schedules and lesson plans incorporated, on a consistent basis, goals for developing cognitive, social, and physical skills of the children. Students received group and individualized instruction and experiences in the following areas:

1. Pre-reading
2. Mathematics
3. Language and writing activities
4. Physical and guided activities
5. Literature
6. Musical activities.

Materials used to implement program goals were selected by individual schools under the guidance of the Director. Reading and mathematics materials were varied with a majority of schools using materials published by Ginn for reading and Harper-Row for mathematics.

Parents involved in the EDK program were asked to sign a Statement of Intent Contract in which one of the provisions was attendance at monthly seminars. Attendance for parental meetings by school, ranged from a low of 31% to 40% to a high of 81% to 90% with the majority of schools having an average attendance of over 50%. Data related to parental attendance indicated that for the 1983-84 school year, 17 of 25 EDK schools had a range of 51% to 80% at monthly meetings.

As reported by Herman (1984), an all day kindergarten program can actually create closer cooperation between the home and school. Some points discussed at parent meetings were as follow:

1. General plans and goals of the EDK Program
2. Homework
3. Nutrition
4. Library services
5. Curriculum skills
e. Social worker assistance
7. Communication disorders
8. Make and take materials.

Presentation of Data

A primary purpose of this evaluation was to investigate the effect of a Chapter 1 Extended Day Kindergarten Program on the achievement of pupils. This study, therefore, compared the reading and mathematics performances of participants in EDK with those of a group of pupils who had not had EDK experiences. Both groups were kindergarten pupils during the school year 1983-84. Those pupils who participated in EDK made up the experimental group, and the nonparticipants constituted the control group.

The total experimental group population was composed of 750 kindergarten pupils in 15 Area A and 10 Area D schools. The control group was made up of students who attended a traditional kindergarten program in Areas A, B, and D and who had received regular Chapter 1 services during the school year. It should be noted that both groups were Chapter 1 target pupils. The experimentals received their compensatory education service in the form of an extended day, whereas the controls received their service within the framework of the traditional one-half day of schooling.

The reading and mathematics achievements of the pupils were measured by the California Achievement Tests, Level 10, Form C, administered in April of 1984. A simple random sample of 50 experimentals and 50 controls was selected for statistical analysis of their test scores. Data for the two groups were subjected to t-tests. Results on the comparison of reading achievement scores are displayed in Table 1, and those on the comparison of mathematics scores are shown in Table 2.

Table 1
Comparison of Means of Raw Scores in Pre-Reading,
California Achievement Tests, Level 10, Form C
April, 1984

Group	N	Mean	SD	t-value
Experimental	50	100.1	16.6	
Control	50	83.1	19.6	4.67*

*Significant at p<.05

Table 2
Comparison of Means of Raw Scores in Mathematics,
California Achievement Tests, Level 10, Form C
April, 1984

Group	N	Mean	SD	t-value
Experimental	50	17.8	5.2	
Control	50	13.5	4.7	4.35*

*Significant at p<.05

The t-value for the test for a significant difference in means of raw scores for pre-reading indicates a difference in favor of the EDK participants. Similarly, it can be concluded that the EDK pupils also performed significantly better in mathematics as as measured by the California Achievement Tests.

In addition to the analysis of test scores, an attempt was made to assess the EDK program from the perspective of school personnel as well as parents of participating pupils. It was hoped that responses from these groups would be helpful to decision makers in finding ways to improve the program.

Survey questionnaires were distributed to the following individuals:

25 Principals of EDK schools,
25 EDK teachers,
25 EDK school service assistants, and
625 Parents of EDK pupils.

The number and the percent of surveys which were returned are shown in Table 3.

Table 3
Number and Percent of Surveys
Which Were Returned

Type of Survey	Number Distributed	Number Returned	Percent Returned
Principal	25	8	32
EDK Teacher	25	20	80
EDK SSA	25	23	92
Parent	625	342	55

Responses from principals to their survey indicated that the EDK program was more effective than the traditional half-day kindergarten. A few stated that the curriculum needed improvement and that it also should be more demanding of the pupils. It was also their opinion that, because the EDK was serving pupils most in need of additional help, the standard kindergarten program was proportionately enhanced.

Like the principals of their schools, EDK teachers said that the program was effective in providing children with maximum opportunities to achieve. Eighty to one hundred percent of the teachers also agreed that

1. They were successful in training school service assistants,
2. The results of sharing authority in the classroom were excellent,
3. The Coordinator was effective in implementing suggestions, in providing assistance, and in communicating with them, and
4. Monthly inservice meetings were beneficial.

Eighty percent of the teachers felt that they were successful in helping parents understand the EDK program, and 95% were of the opinion that the amount of time allocated for parent activities was adequate. A majority were of the opinion that the parent involvement program was successful with one teacher commenting that she now "feels closer" to the parents.

Teachers also commented on the ways in which the program had personally affected them. Among the observations were the following:

> I love this program...it's my own particular dream of many years. I had originally felt that the brighter students would benefit tremendously; however, I have now reevaluated my thinking and can see how much the Extended Day Program benefits the less mature students.
>
> This program has helped me become more relaxed with the children and enjoy them more. I am able to give more of myself to them.
>
> Since I had the children all day, I felt they had a more well-rounded program. I always had time for science and social studies, etc.

Seventy-five percent of the teachers agreed that the School Service Assistant Handbook and/or guidelines provided important information on the duties and responsibilities of the aide. The aides, in their responses, agreed with the teacher assessment in that 78% of them responded positively toward the handbook and/or guidelines. Both groups agreed that a monthly meeting with the Coordinator before the program begins is important, but only 60% of the teachers responded positively to monthly meetings with the Coordinator for paraprofessionals only.

Parent responses to the EDK program were overwhelmingly positive. Over 97% said that the program was successful. More than 9 out of 10 indicated that the parent orientation meetings were helpful. In addition, over 90% of the parents felt that as a result of the EDK program,

1. Their children had more confidence,
2. Their children's speaking and listening skills had improved,
3. Their children could do more things independently,
4. They had a better understanding of how to make a home a learning center, and
5. They were more hopeful about their children's future.

Parents also commented that the program should be expanded. One parent explained that "I feel that the program is wonderful. The children enjoy it, and what is most important they enjoy the learning process. I hope that the program will be continued for others."

Overall, responses to each survey indicated that the EDK Program was very effective and successful. Analysis of responses and comments suggested that this success was the result of participants having a greater opportunity to develop cognitive, social and physical skills, teachers and school service assistants being able to individualize instruction, and parents being directly involved in the program.

Teachers and school service assistants agreed that they were able to plan and implement the program in a cooperative manner, and teachers were in total agreement as to their success in training the EDK paraprofessionals.

It should be noted also, that teachers were of the opinion that the program coordinators were effective. These individuals were successful in making teaching tasks more effective, in communicating so that needs could be adequately met, and in the implementation of teachers' suggestions.

Summary

The Extended Day Kindergarten (EDK) Program was designed to serve those children who were deemed to be least ready for kindergarten. In contrast to the standard kindergarten schedule of five one-half days of instruction per week, the EDK schedule provided pupils with four complete school days of instruction and provided teachers, parents, and school service assistants with one full day of inservice per week. Fundamentally, the program was expected to furnish school staff additional opportunities to assist kindergarten pupils attain essential readiness skills. Meetings for parents concentrated on instruction in parenting skills as well as the preparation and the use of educational materials at home.

For the purpose of comparing the impact of the program on the cognitive growth of pupil participants, a sample of kindergarten pupils who were receiving regular program Chapter 1 services was selected. The reading and mathematics achievements of the pupils in both groups were measured by the California Achievement Tests, Level 10, Form C, administered in April, 1984. Data were subjected to t-tests. Results indicated a significant difference in both reading and mathematics readiness in favor of the EDK participants.

Survey questionnaires were completed by principals, teachers, school service assistants, and parents of EDK pupils. All groups felt that the EDK program was more effective than the traditional half-day kindergarten. Most respondents also indicated that the additional instructional time was fruitful in maximizing opportunities for the selected participants to achieve. Teachers expressed thoughts concerning increasing parent involvement by offering more cooperative planning opportunities, incentive programs, and having former EDK parents speak to parents of current EDK participants.

Generally, responses to the surveys were positive toward the EDK program. Cited were greater opportunities to develop pupils' cognitive, social, and physical skills, to individualize instruction, and to plan and implement the program in a cooperative fashion. Teacher responses also denoted that the program leadership was effective in communicating with teachers and in implementing teacher suggestions.

Recommendations

Based on information presented in this report, observation, and discussion with the EDK staff the following recommendations are proposed.

1. Uniform selection criteria should be established. Although in a majority of cases portions of the DORT were used as an instrument for screening pupils, the number of objectives on which determinations were made was not the same at all schools. In some instances, also, children were screened with segments of the Detroit Reading Readiness Test and in other locations with teacher-made instruments. It would seem that for a definitive program potential participants should be screened with the same instrument and with the same items.

   As an extension to a standardized selection procedure, kindergarten pupils who are not selected for EDK, but who meet Chapter 1 target student requirements, should be selected as Chapter 1 participants. This latter suggestion, however, is predicated on two factors, a school's total Chapter 1 target allocation and its overall needs for academic remediation at specific grade levels.

2. EDK programs and schedules should involve the same basic curriculum and materials. Materials used to implement program goals were selected by individual schools with guidance from the Area Coordinator. As a consequence, reading and mathematics materials were varied. A majority of schools, 14, used reading materials published by Ginn. Six schools used McMillan, 2 used Boughton-Miffin, and for the 3 remaining schools, each selected one of the 3 publishers, Addison-Wesley, Science Research Associates, and Modern Press——a total of 25 schools and 6 different reading series.

   As for the mathematics series, there were 22 schools using materials from 5 different publishers. Only one of the 5 publishers, Science Research Associates, also provided a reading series.

   In a centralized school system it would make sense for a department in the Central Offices, in this case the Department of Early Childhood Education, to be administratively in control of the EDK program. Responsibility would include standardization of the EDK curriculum as well as development of articulation with first grade reading and mathematics curricula.

3. A five-year followup study should be conducted on pupils who participated in the 1983-84 EDK program. The purpose of the study would be an assessment of the long-range impact of the program on cognitive measures such as attendance, report card marks, number of compensatory education services, and standardized test scores.

4. The EDK program should be installed at additional Chapter 1 schools. In this study test scores were significantly higher for program participants when compared to a comparable group of non-participants. Inasmuch as test scores in favor of the treatment group in only the one year may not be compelling enough, other factors could be considered supportive of this recommendation. Positive responses to survey questions and the favorable tone of comments to open-ended items suggest that all four groups, principals, teachers, aides, and parents embraced the concept. There was no hint as to any opposition to all-day kindergarten programs.

   Additionally, a national trend appears to be underway. In a discusson with Carolyn Jarvis, evaluator for the All Day Kindergarten Program for the New York City Public Schools, Ms. Jarvis stated that the program, funded with general school funds, would be operative in every New York City Public School beginning with the 1984-85 school year.

5. If EDK is extended to include additional Chapter 1 schools, then potential Article 3 kindergarten participants should be screened with the same instrument as EDK students. Installation of EDK at all Chapter 1 schools will effectively encompass the total Chapter 1 kindergarten population, thereby precluding a reasonably acceptable comparison group composed of Chapter 1 participants in a traditional kindergarten program. As an alternative, Article 3 kindergarten participants could serve as a comparison group to the EDK group assuming that they were screened for selection using the same instrument and also tested at the end of the school year on the same measure.

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Mr. KILDEE. Very good. Thank you very much.

Mr. Patterson, your Head Start Program serves nine counties in west central Missouri. Do you have any special problems regarding transportation for your preschool people?

Mr. PATTERSON. We do have. Let's start from the worst county first, as far as transportation. That is one where we have a lake in that country that is sort of a horseshoe lake. Persons may live three-quarters of a mile away and you have to drive 15 to 20 miles in order to get there. So distance is one part of it.

Another part which is common is the roads, the rural roads. We have special road districts. We have little county commissioners—county court, used to be, just now changing name to county commissioners—where three men from across the county are responsible administratively for the county, and we have a number of rural roads.

Because of limited funds, these men have to make decisions on priority that just don't get cared for. And especially if we have had a hard winter. What we are saying with that is we have buried a lot of vehicles. We have ruined a lot of tires. We have shaken good vehicles to pieces. Vehicles just don't last.

And so there is distance, there is the vehicle maintenance because of roads. There is that hidden poverty. So, yes, we do have quite a bit of problem in terms of cost.

Mr. KILDEE. In conjunction with that, are there other situations where the needs of rural preschoolers differ from the needs of urban preschoolers? Are there other differences that you might want to bring to our attention?

As part of that, has the American farm crisis, which we find probably more in the midwest and the West, affected your area of Missouri as far as impact upon poverty?

Mr. PATTERSON. It is doing it. We have not had a large number of people who have participated in the Head Start Program and made eligible because of that farm crisis, but we are seeing that happen now. We are just in the beginning of that particular problem making an impact in our area.

We are having a number of people who are going bankrupt. We are having a number of people who are losing their farms. Even this year is going to be devastating. Some who had hoped to make it because it looked as though they would have good wheat, the wheat has already turned to where they are not going to be able to harvest it because of the floods and the rains that we have had.

We have relatives and friends who just yesterday told me that the corn is gone, it looks like, it has already turned yellow and the stalks have turned white and yellow because they have just been standing in water.

The sorghum grains are gone. The wheat is gone. The beans have rotted. Everything seems to be shot. And so it looks like a dry haul for the farmer in our part of the country this year.

So we will anticipate an increase in problems. But as far as taking farm children, we have had few of those in the past.

Mr. KILDEE. I want to thank this panel. It has been very, very helpful to us. We will have your testimony put together so not only the committee but the other members of Congress and the public have that available.

We appreciate it very much and the record will remain open for 2 additional weeks for submission of further testimony. The subcommittee will stand adjourned.

Thank you very much.

[Additional material submitted for the record follows:]

INFORMATION SUBMITTED BY HANNAH C. MEADORS, EARLY CHILDHOOD/ELEMENTARY PROGRAMS AND POLICY ADVISOR, DIVISION OF EDUCATION, OFFICE OF THE GOVERNOR, COLUMBIA, SC

SOUTH CAROLINA

The Education Improvement Act of 1984
Early Childhood Education
and
Interagency Cooperation

In June of 1984, the South Carolina General Assembly passed an education reform bill which provided for sweeping changes in public education. Called the Education Improvement Act of 1984, the bill was one of the most comprehensive in the nation. Of particular interest to those who care for preschool children was the portion cited below:

SubPart 3
Improving the Basic Skills in All Grades

Section 59-5-65. The State Board shall have the power and responsibility to:

Develop and implement regulations providing at least one-half voluntary day early childhood development programs for four-year-old children who have predicted significant readiness deficiencies. The school districts may contract with appropriate groups and agencies to provide part of all of the programs. These programs must be developed in consultation with the Interagency Coordinating Council on Early Childhood Development and Education. The Interagency Coordinating Council shall consult with the Advisory Committee for Early Childhood Education in developing proposals to submit for State Board of Education consideration. In the event that a local advisory committee exists in a community to coordinate early childhood education and development, school districts must consult with the committee in planning and developing services. The Governor shall initiate the development of a State Plan on Early Childhood Development and Education to assist the State in providing appropriate services for preschool children. This plan must be completed by July 1, 1985.

Rationale

The concern for "high risk" four-year-old children emerged as a result of several factors. High/Scope Educational Research Foundation conducted an extensive evaluation of South Carolina's early childhood programs. Their conclusions endorsed the findings of South Carolina's own research. Only one out of ten children who had been in a preschool program had to repeat first grade. However, one out of three children with no preschool experience had to repeat first grade. South Carolina has from 12,000 to 13,000 four-year-old children who might fall into the "at risk" category. Less than half of these children are being served by any publicly funded program.

All of the research on young children indicates that children who have been involved in good preschool programs pay for themselves 4 to 1 by reducing placement in special education, reducing retention in school, increasing employment, and reducing incarceration and welfare dependence.

The plan for serving these children is to be phased in over the next five years. Approximately one-fifth of the total estimated number will be added each year until all "at risk" children have the opportunity to be served. The proposed state funded levels are listed below:

1984-85	85-85	86-87	87-88	88-89
$2,400,000	5,800,000	9,600,000	12,600,000	16,300,000

Background Information

In South Carolina, young children 0 to 4 are served by many different kinds of programs which are administered by Head Start, the Department of Education, the Department of Social Services, the Health and Human Services Finance Commission, and private for profit and non-profit organizations and individuals. The programs within each governing body differ in program content, quality, and extent of services. They are all important, and they all provide needed services for children and their parents. There is strength in diversity. However, as the need for quality care increases in South Carolina, it becomes evident that cooperation among providers of care is essential.

Under the strong leadership of Governor Richard W. Riley, there has been concerted effort for the past six years to identify areas of need, propose solutions, and design strategies to meet the needs of South Carolina's young children. Interagency cooperation, shared funding and shared staffing have been initiated and nurtured through two organizational structures: the Interagency Coordination Council for Early Childhood Development and Education and the Interagency Advisory Committee to the Council. The overall purposes of these state structures are to seek to maintain a high level of cooperation, commitment to quality, and communication.

It was within the setting of these structures that the early childhood portion of the Education Improvement Act was discussed, revised, and given strong support. With the passage of the Education Improvement Act, the Interagency Coordinating Council and the Advisory Committee have become a part of state law, thus enabling coordination in planning, funding and providing programs and services at the state level. At the community level, local advisory committees are being formed to ensure open communication so that planning at the state level can be in direct response to local need.

The Future

The Education Improvement Act specifically states that a new state plan for Early Childhood Education and Development must be completed by July 1, 1985. Key issues to be addressed will be coordination of services, training, availability of care, quality of care, health, prevention, and public policy. The new *Plan* will specifically address the issue of providing appropriate services for preschool children on a county by county basis. Unique to any education act in the nation, South Carolina is making every effort to capitalize on the strengths of all those who provide quality services for preschool children, encouraging cooperative ventures among state and federally funded programs as well as private for profit and non-profit programs. Innovative, creative, and cooperative approaches for providing services for children are strongly encouraged in the Education Improvement Act of 1984.

If present national and state trends continue, cooperation among those who provide services for preschool children will be the only method of providing comprehensive care for our children. There will never be enough money to go around. In fact, all indications are that funding will continue to shrink at the national and state levels. The solutions well may be in developing innovative strategies to provide shared services through the cooperation of public and private providers of care. Indeed, this could mean shared staffing, resources, and funding to provide full day care, when needed, and other options which might be appropriate in a particular area. We, in South Carolina, intend to work together in the best interest of our children so that they will have a hand in designing the future of our world.

For additional information: Contact Dr. Terry Peterson, Director of Education, or Hannah Meadors, Early Childhood Policy and Program Advisor, Room 440A Brown Building, 1205 Pendleton Street, Columbia, South Carolina 29201.

Excerpts Related to Early Childhood Education
EDUCATION IMPROVEMENT ACT OF 1984

Subdivision A
SubPart 3

Providing More Effective Use of Classroom Learning Time

Section 1. The 1976 Code is amended by adding:

"Section 59-1-440. The instructional day for secondary students must be at least six hours, excluding lunch. The school day for elementary students must be at least six hours, including lunch. Priority must be given to teaching and learning tasks. Class interruptions must be limited only to emergencies."

Section 2. (A) Section 59-35-10 of the 1976 Code, as last amended by Act 633 of 1978, is further amended to read:

"Section 59-35-10. The board of trustees of each school district shall establish and provide kindergartens for children within its jurisdiction. All children in the five-year-old kindergarten program must be counted in the average daily membership of any public school district when public school funds are to be apportioned to the several school districts. State aid for the five-year-old kindergarten program must be distributed through the formula provided for in the 'Education Finance Act' (Act 163 of 1977)."

(B) Items (3) and (4) of Section 59-63-20 of the 1976 Code, as last amended by Act 633 of 1978, are further amended to read:

"(3) Students may enter kindergarten in the public schools of this State if they will attain the age of five on or before November first of the applicable school year or have substantially initiated a public school kindergarten program in another state that has a different attendance age requirement from South Carolina.

(4) Students may not enter the first grade in the public schools of this State unless they will attain the age of six on or before November first of the applicable school year or have substantially initiated a first grade program in another state that has a different attendance age requirement from South Carolina or have attended a public school kindergarten program for one full school year in another state that has a different attendance age requirement from South Carolina."

(C) Section 59-65-10 of the 1976 Code, as last amended by Section 25, Part II, of Act 199 of 1979, is further amended to read:

"Section 59-65-10. (A) All parents or guardians shall cause their children or wards who are in the age group of five to sixteen years, inclusive, to regularly attend a public or private school or kindergarten of this State which has been approved by the State Board of Education or a member school of the South Carolina Independent Schools' Association or some similar organization, or a parochial, denominational, or church-related school, or other programs which have been approved by the State Board of Education: Provided, Further, That any parent or guardian whose child or ward is not six years of age on or before the first day of November of a particular school year may elect for their child or ward not to attend kindergarten. For this purpose, the parent or guardian must sign a written document making such election with the governing body of the school district wherein the parent or guardian resides. The form of this written document shall be prescribed by regulation of the Department of Education. Upon such a written election being executed, that child or ward may not be required to attend kindergarten.

(B) Each school district shall provide transportation to and from public school for all pupils enrolled in public kindergarten classes who request the transportation. Regulations of the State Board of Education governing the operation of school buses shall apply."

(D) Section 25 of Part II of Act 199 of 1979 is amended by deleting subsections (B) and (C).

EARLY CHILDHOOD DEVELOPMENT AND EDUCATION
every child needs a plan

South Carolina's Organizational Structure

STATE LEVEL

Interagency Coordinating Council for Early Childhood Development and Education

Membership: Governor Richard W. Riley, Chairperson
Commissioner, Department of Health and Environmental Control
Commissioner, Department of Mental Health
Superintendent, Department of Education
Executive Director, Health and Human Service Finance Commission
Commissioner, Department of Social Services
Lay Representative
(Seven Voting Members)

Interagency Advisory Committee for Early Childhood Development and Education

Membership: Lay Representative, Chairperson (Also a Member of Interagency Coordinating Council)
Chief Staff Persons (For Members of Interagency Coordinating Council)
Representatives from other State Agencies
Representative from Private Non profit Child Care
Representative from Private for profit Child Care
Citizen
Representative from Higher Education
Representative from Head Start Directors
Representative from the public schools
Representative from the Medical Schools
(Twenty-seven Voting Members)

LOCAL LEVEL

Local Advisory Committees

Membership: Patterned after the Membership of the Interagency Advisory Committee

State Funding
for
Early Childhood Education
in
South Carolina Public Schools

	Program	Proposed 1985-86
A.	At least half-day State funded programs for at risk four year olds	
	a. Regular Budget	$ 2.2 Million
	b. Education Improvement Act of 1984	$ 5.8 Million increasing to 16.3 Million in 1988-89
B.	Pilot-projects for full day programs for 3,4 and 5 year olds	$ 1.2 Million State to match $1.1 Million Federal
C.	Funds derived from unused funding in State Remedial Compensatory Programs in grades 1-12 may be used to provide the second half of the day for full day programs for 4 and 5 year olds.	1985-86 will be the first year this option is available. Therefore, there is no experience to estimate the amount derived from this provision.

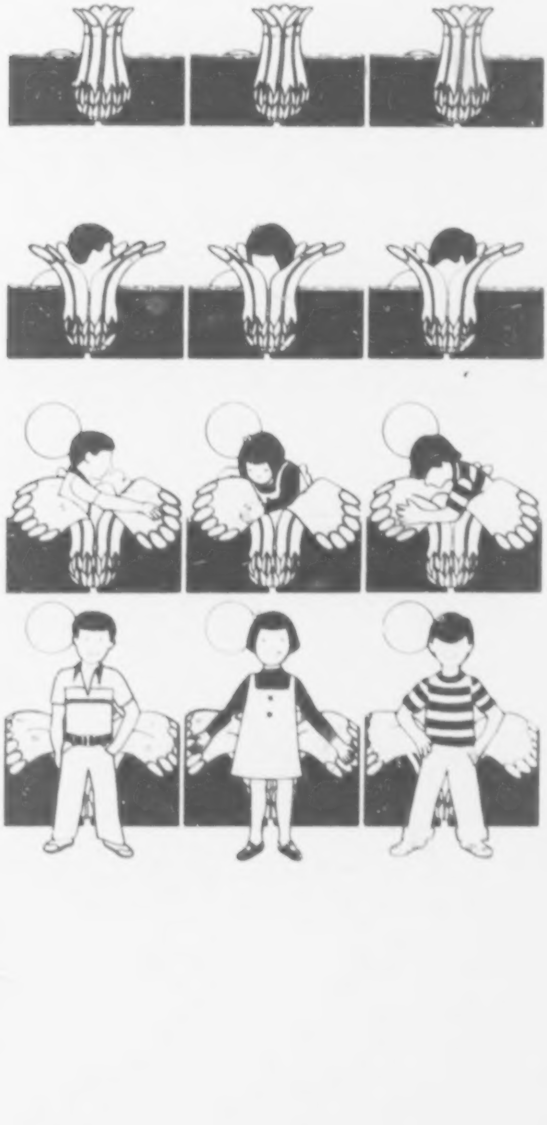
In addition, other State agencies provide early childhood and day care programs for neglected and handicapped young children. For example: The School for the Deaf and Blind has a program to work, in the home, with the very young deaf child and parent.

The Department of Mental Retardation provides child development services for non-institutional children 0-6 by purchasing service agreements with local providers. The Department of Mental Retardation contributes 75% of the costs of operation; 25% is locally provided. Approximately $580,000 went for this match in 1983-84.

The Social services Block Grants are distributed throughout the South Carolina Health and Human Services Finance Commission. Public and private agencies compete for these funds totaling approximately $12.7 Million. Of that amount, $3.7 Million was set apart for the Department of Social Services for four direct child development operations consisting of 24 facilities. The balance, $8.4 Million was awarded to 55 providers of child development services in 90 facilities.

Head Start plays an important role in South Carolina's overall improvement for child developments services. The funding level for Head Start in 1984-85 is approximately $12 Million.

South Carolina's Early Childhood Programs are a Good Investment



SOUTH CAROLINA'S EARLY CHILDHOOD PROGRAMS ARE A GOOD INVESTMENT

A Report to the

Office of the Governor of South Carolina

from the

High/Scope Educational Research Foundation
600 North River Street
Ypsilanti, Michigan 48197
Phone: 313/485-2000

Prepared by

Lawrence J. Schweinhart and W. Steven Barnett

January 10, 1984

EXECUTIVE SUMMARY

Newly assembled evidence demonstrates that South Carolina's early childhood programs are doing a good job of helping children achieve greater success in first grade.

The state's publicly funded programs prior to kindergarten--Head Start, Child Development Programs, and Child Development Centers--serve children from low income families and others with potential learning problems. Of the 13,000 four-year-olds who live in low income families and are predicted to have problems in school, less than half are served by any publicly funded early childhood program. Available data indicate that Child Development Centers:

- help children overcome these potential learning problems.
- lead to an increase in the percentage of these children found ready for first grade.

Perhaps as many as 2,300 children a year do not attend any type of kindergarten--approximately 1,300 report non-attendance and another 1,000 do not report whether they attended kindergarten. Children attend kindergarten in public schools, Child Development Programs, Head Start, or private programs. Children who attend these programs perform better in school, as indicated in the comparisons below:

- 72% of those who attend kindergarten are found ready to enter first grade, as compared to 39% of those who do not attend.
- at the end of first grade, those who attend kindergarten score significantly higher on reading and arithmetic tests.
- only 10% of those who attend kindergarten must repeat first grade, as compared to 36% of those who do not attend kindergarten.

These findings resemble the initial findings of long-term experimental studies around the country. These studies have gone on to find that good early childhood programs give children from low income families better chances of succeeding in school and later avoiding delinquency and holding a job. These programs have been shown to justify their expense by returning economic benefits to taxpayers that far exceed the initial investment. For example, a 20-year study conducted by the High/Scope Educational Research Foundation in Ypsilanti, Michigan showed that the return on investment in a high quality early childhood program was four dollars for every dollar spent.

South Carolina, a state of over three million people, sees fifty thousand children born each year. Today, the state has over a quarter of a million young children living in the important period of life between birth and first grade. What are the responsibilities and interests of South Carolina parents and other citizens towards these children whose experiences now have vast consequences for the future of the state?

There is a growing body of evidence of the effectiveness of South Carolina's early childhood programs. This evidence shows that children who attend the state's kindergartens and publicly funded early childhood programs before kindergarten are better prepared to enter school and be successful in first grade. Parents whose children were in these programs have testified to their effectiveness:

> When I look at the two children I have had in the program and look at the ones that have not been in the program, I can see the difference.
>
> The program prepares children for school. It gives them an early start in life. The games teach them that learning can be fun and not boring. The teacher gives time, patience and love, which is the key to the success of the child and of the program.

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*Funding for this report was provided jointly by the South Carolina Department of Education and the Department of Social Services through the Office of the Governor, supplemented by funds from Carnegie Corporation of New York. Relevant data were provided by the Department of Education, the Department of Social Services, Head Start programs and other early childhood educators in South Carolina. The opinions expressed herein are those of the authors and not necessarily those of the sponsoring agencies.

as this. It would have given him a little more head start in school.

I have observed my son and other children in his classes develop both socially and academically. At the preschool and elementary levels we can prevent learning and discipline problems before they occur.

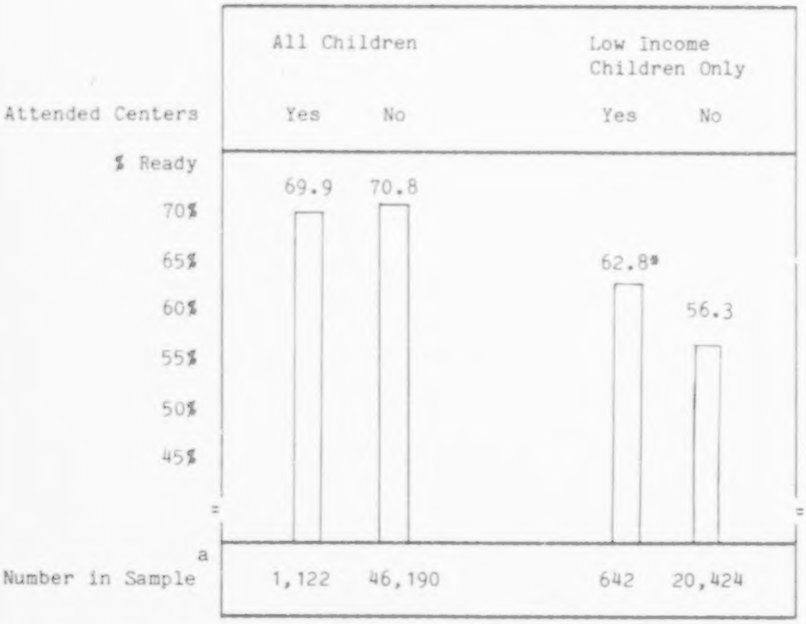
South Carolina's Programs for Four-Year-Olds Improve Readiness for First Grade

Evidence of effectiveness is currently available for the state funded Child Development Centers sponsored by the Department of Education. These programs have been found to improve the readiness for first grade of children for whom tests have revealed potential learning problems. Each fall a readiness test called the Cognitive Skills Assessment Battery is administered to all first graders to determine their readiness for school. The effectiveness of Child Development Centers may be assessed by comparing the readiness status of children who attended them with the readiness status of all other children in the state.[1]

One purpose of Child Development Centers is to help children who are far behind their peers catch up. Therefore one indicator of success of these children is that they score the same as the average child at entry to first grade. Figure 1 presents the results of two comparisons. The first comparison shows that there is no statistically significant difference in first grade readiness between the children with potential learning problems who attended Child Development Centers and all other students in the state.[2] Thus, early childhood programs appear to help these children catch up with everyone else. Second, when the comparison is limited to low income children (that is, children eligible for the free lunch program), the percentage found ready for first grade is significantly higher for children who attended Child Development Centers than for all other low income children in the state. Since family income is strongly related to children's academic success, this comparison provides a better estimate of the effect of Child Development Centers.

Figure 1

Percent Ready for First Grade:
Children with Potential Learning Problems
Who Attended Child Development Centers
Vs. Other Children in the State



*This difference is statistically significant with a probability of less than .01.

[a] Children who entered first grade in 1982.

Early Childhood Programs in South Carolina

Early childhood programs in South Carolina serve an estimated 47 percent of the four-year-olds and 27 percent of the three-year-olds in the state.[3] An estimated two-thirds of these children are enrolled in a variety of privately funded programs of early education and child care, requiring that parents must pay for the services.

The taxpaying public has a special interest in early childhood programs that are publicly funded. There are three publicly funded programs that serve the developmental needs of preschoolers, primarily from low income families, in South Carolina. Table 1 presents the overall 1983-84 enrollment statistics for the federally administered Head Start programs, the Child Development Programs administered by the Department of Social Services, and the Child Development Centers sponsored by the Department of Education. All of these programs also provide a variety of other services to children and families.

Table 1

1983-84 Program Enrollment for South Carolina's
Publicly Funded Child Development Programs

Program	Ages 0-3	Age 3	Age 4	Age 5	Totals*
Child Development Centers Only (Dept. of Education)	80	500	2,443	332	3,357
Child Development Programs Only (Dept. of Social Services)	887	1,360	1,278	673	4,208
Children Served by These Programs Jointly	0	202	324	246	772
Head Start (Federally Administered)	0	1,727	3,346	1,041	6,120
Totals by Age	967	3,789	7,391	2,292	14,457

*Totals exceed sums of rows because of children whose age was unreported.

Children from low income families--that is, families with annual incomes at or below 125% of the federal poverty level ($12,375 for a family of four)—constitute 29% of all three- and four-year-olds in South Carolina. These children are targeted in all of the publicly funded early childhood programs. Two out of five children from low income families in the state are now served by some publicly funded early childhood program. Table 2 delineates the extent to which these children are served. The most telling statistics are that, among low income children, more than two-thirds of the three-year-olds and half of the four-year-olds of South Carolina are still unserved by any publicly supported early childhood program.

Table 2

1983-84 Program Enrollment
for Children 3 and 4 from Low Income Families
in South Carolina

Children or Program	Age 3	Age 4	Ages 3 and 4
Low Income Children[a]	13,117 100.0%	13,356 100.0%	26,473 100.0%
Total Enrolled in Programs[b]	3,575 27.3%	6,345 47.5%	9,920 37.5%
Unserved Low Income Children	9,542 72.7%	7,011 52.5%	16,553 62.5%

[a] 1980 Census; low income refers to families at or below an income that is 125% of the federal poverty level, $12,375 for a family of four.

[b] Includes all children in Head Start and in Child Development Programs of the Department of Social Services; and 57.2 percent of the children in Child Development Centers of the Department of Education, the percentage of former CDC students who were free lunch eligible at school entry in fall of 1982.

South Carolina's Kindergartens Improve First Grade Performance

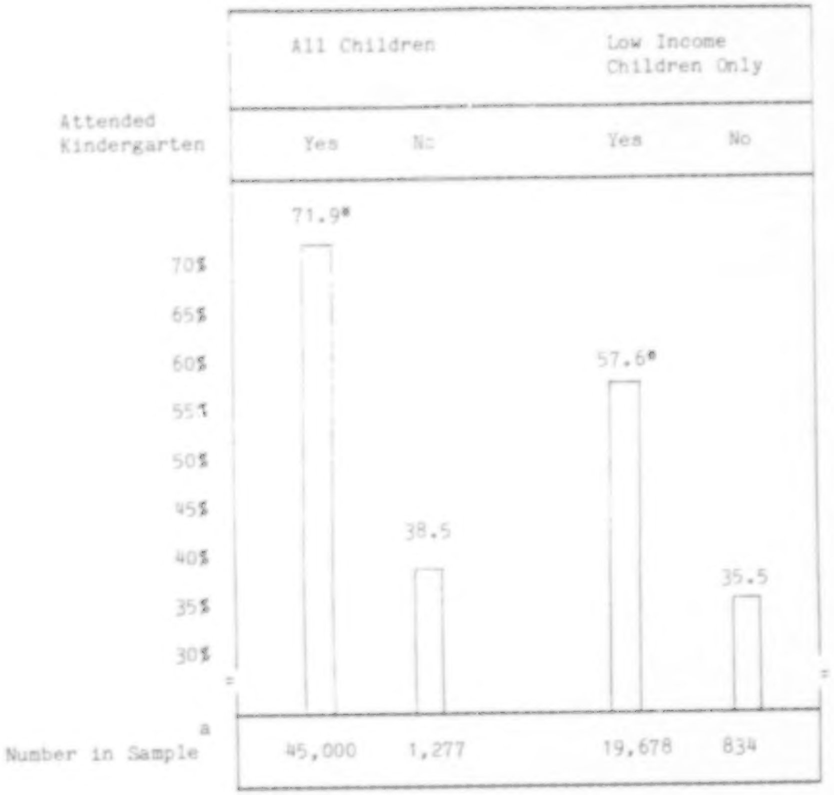
South Carolina is a leader among states in serving five-year-olds, with 97% of them enrolled in some type of kindergarten program. In the 1981-82 school year, public school kindergartens served 82% of the state's five-year-olds, other publicly funded programs 5%, and privately funded programs 8%. The remaining 5% of five-year-olds, some 2,312 children, either reported not being enrolled in any kindergarten program (1,277 children) or did not indicate program status at age 5 (1,035 children).[4]

Although the value of kindergarten is now generally accepted, it is worth considering the apparent consequences for children who still do not attend. In Figure 2 we consider the first grade readiness of five-year-olds who were eligible for kindergarten in 1981-82. The comparisons show a substantial difference in favor of those who attended some type of kindergarten--for all children and for low income children considered separately.

The simple comparison of those who did and did not attend kindergarten must be interpreted carefully. Factors other than kindergarten attendance may account for some of the difference in readiness. A major factor, family income, is taken into account when children from low income families are considered separately. Another approach is to use statistical techniques that examine the effect of kindergarten while taking other factors into account. The available information about first graders includes the important variables of gender, ethnicity, and free lunch program eligibility. When these variables are added to the statistical analysis, the conclusion stands: children who attended kindergarten were better prepared for first grade.[5]

Figure 2

Percent Ready for First Grade:
Children Who Attended Kindergarten
Vs. Children Who Did Not Attend



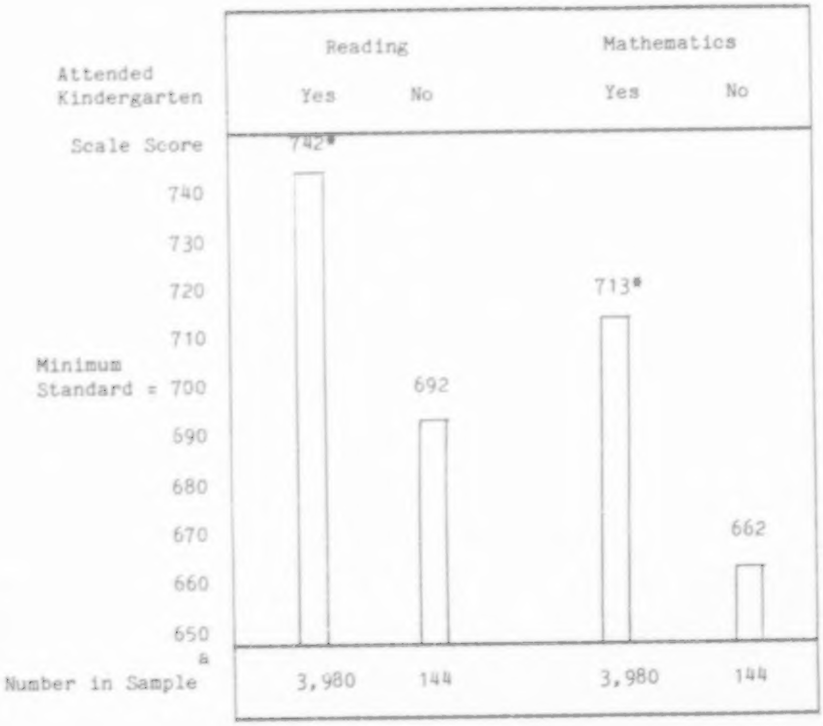
*Differences are statistically significant with a probability of less than .0001.

[a] Children who were eligible for kindergarten in 1981-82 and entered first grade in 1982.

Children who attended some type of kindergarten in 1979-80 reached higher levels of achievement by the end of first grade than children who did not attend.[5] These results are presented in Figure 3 for children across all family incomes and in Figure 4 for low income children. It should be noted that higher achievement scores for those who had attended kindergarten persisted in spite of the provision of compensatory services to the less ready students during first grade.

Figure 3

Mean First Grade Achievement:
Kindergarten Students Vs. Non-Students

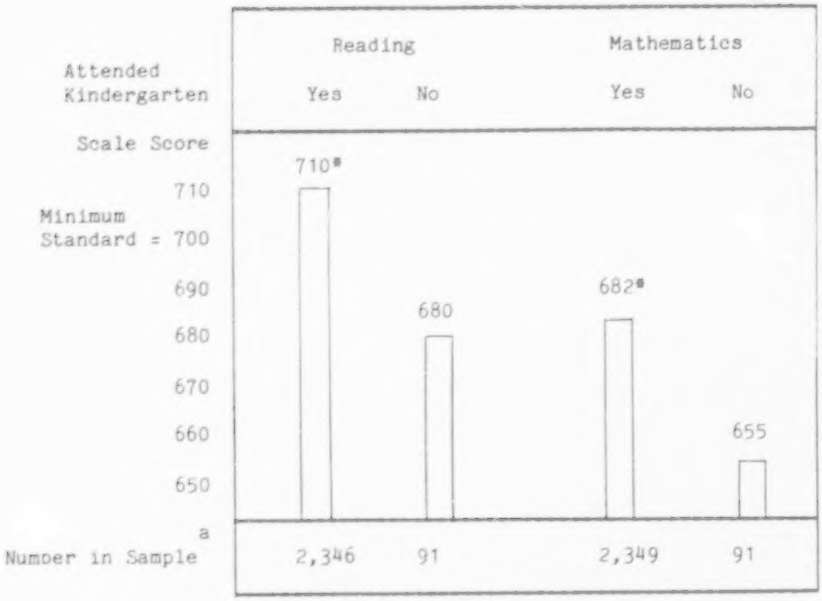


*Each group difference is statistically significant with a probability of less than .001.

[a] 10% sample of all first graders in 1980-81.

Figure 4

Mean First Grade Achievement:
Kindergarten Students Vs. Non-Students
from Low Income Families



*Each group difference is statistically significant with a probability of less than .001.

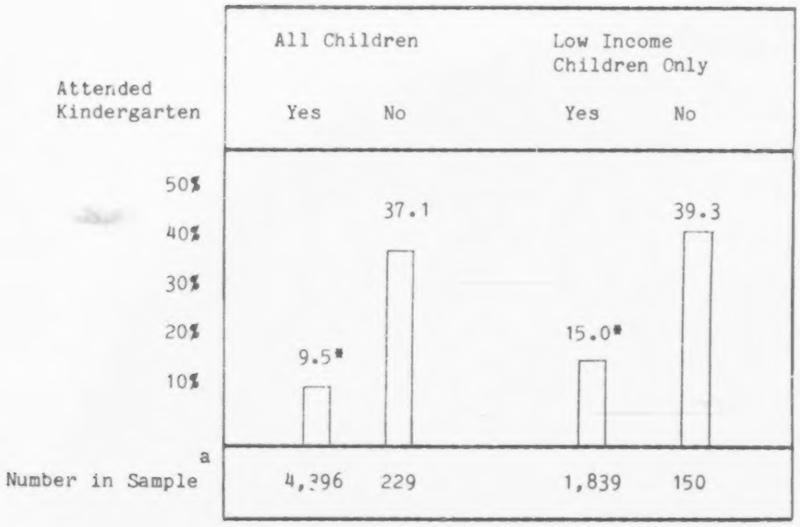
[a] 10% sample of all first graders in 1980-81.

Readiness is a good predictor of success in first grade. For all first-graders in 1981-82, the correlations of readiness scores at the beginning of first grade with achievement scores at the end of first grade were .656 for reading achievement and .577 for mathematics achievement. Again, more complex statistical analyses that take other factors into account support these conclusions.

Children who attended some type of kindergarten in 1979-80 were significantly less likely to repeat first grade than children who did not attend.[6] For children of all family incomes, as shown in Figure 5, only one out of ten kindergarten students had to repeat first grade, while this was the case for nearly four out of ten of those who did not attend kindergarten. For children from low income families, the rate of first grade retention for kindergarten students was considerably less than half the rate for those who did not attend kindergarten. These results imply economic benefits to taxpayers that partially offset the costs of kindergarten.

Figure 5

Percent Who Must Repeat First Grade:
Kindergarten Students Vs. Non-Students



*Differences are statistically significant with a probability of chance occurrence of less than .0001 (1 in 10,000).

[a] 10% sample of all first graders in 1980-81.

The Long-Term Evidence

The evidence of the effectiveness of South Carolina's early childhood programs presented on the preceding pages is consistent with findings about such programs that have come from long-term experimental studies around the country--studies such as that of a Head Start program in Georgia, a comprehensive child care program in North Carolina, and the Perry Preschool program in Michigan.[7] In these studies, comparable effects on children's school performance in the early grades led to findings of positive effects even into adulthood. They show that a variety of good early childhood programs have beneficial effects on the lives of children from low income families. Specifically, good early childhood programs for children from low income families help:

- improve their intellectual performance and scholastic achievement;
- reduce unnecessary special education placements;
- prevent some of them from dropping out of high school;
- prevent some juvenile delinquency and teenage pregnancy; and
- improve their employability and decrease their need for welfare assistance.

Such programs are a worthwhile public investment, justifying their expense by returning economic benefits to society--reduced expenditures for special education and juvenile delinquency and an increase in the taxable incomes of participants when they become adults. Public expenditures for good early childhood programs will, in the long run, result in a savings in public expenditures.

Footnotes

[1] This comparison is not quite the same as comparing those who attended Child Development Centers with children who had no early childhood program, because there are other early childhood programs. The net effect is that the effectiveness of the Child Development Centers is underestimated.

[2] Tests of significance for differences in percentages used for this report are chi-square, Fisher's exact test, and the standard normal variable as appropriate.

[3] Estimates based on M. Chorvinsky, Preprimary enrollment 1980. Washington, D. C.: National Center for Education Statistics, 1982. Based on the October 1980 Current Population Survey conducted by the U. S. Bureau of the Census.

[4] Based on Department of Education data for first-graders in fall, 1982. Actual values are as follows:

Public school kindergarten	38,674
Other publicly funded programs	2,538
Privately funded programs	3,788
All programs	45,000
Unserved children	1,277
Unknown program status	1,035
Total number of children	47,312

[5] Based on a 10% sample of children who were first grade students during the 1980-81 school year. Except when grade repetition was a dependent variable, statistical analyses were performed only on non-repeating first graders. The sample used in these analyses is a specially prepared sample that matches readiness test data at the beginning of first grade with achievement test data at the end of first grade. Statistical tests used here were a likelihood ratio test of full and restricted logit models for readiness status and a test of full and restricted multiple regression models for readiness test scores.

[6] Based upon tests of differences between full and restricted multiple regression model .

[7] As before, more complex statistical models confirm this finding, in this case a likelihood ratio test of full and restricted logit models.

[8] M. S. McDonald and E. Monroe, A follow-up study of the 1966 Head Start program; unpublished manuscript, Rome City Schools, 1981. C. T. Ramey and R. Haskins, The causes and treatment of school failure: Insights from the Carolina Abecedarian project. In M. J. Begab, H. C. Haywood, and H. L. Garber (Eds.), Psychosocial influences in retarded performance, Vol. 2: Strategies for improving competence; Baltimore: University Park Press, 1981. L. J. Schweinhart and D. P. Weikart, Young children grow up: The effects of the Perry Preschool program on youths through age 15; Ypsilanti, MI: High/Scope Press, 1980.

[Whereupon, at 12:15, p.m. the subcommittee adjourned, subject to the call of the Chair.]